

An Evaluation of the Public Participation Process
and Practises Used in Timber Management
Planning in Ontario

by

Andrea E. Morison

Submitted in Partial Fulfilment
of the Requirements for the Degree,
Master of Natural Resources Management

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*"AN EVALUATION OF THE PUBLIC PARTICIPATION PROCESS
AND PRACTISES USED IN TIMBER MANAGEMENT PLANNING IN
ONTARIO"*

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Master of Natural Resources Management.*

By

Ms. Andrea E. Morison

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Abstract

The purpose of this research was to design and test a model for evaluating the effectiveness of the public participation process and practices used in timber management planning in Ontario.

The study was guided by the following objectives: to create a model to evaluate the effectiveness of the public participation process and practices used in timber management planning; to test the evaluation model on two recent timber management planning exercises from the Kenora District, Ontario Ministry of Natural Resources (OMNR); to make modifications to the model as required, as a result of testing; to provide recommendations for improving the effectiveness of public participation in timber management planning; and, to provide recommendations for further use of the model.

To conduct this research, several sources of literature were reviewed on topics including: environmental assessment; public participation; designing evaluation models and questionnaires; and, the current public participation process and practices used by the OMNR. Once the evaluation model and accompanying questionnaires were designed, they were tested based on input from: government and forest company staff members familiar with the timber management planning process; and, members of the public who had participated in timber management planning exercises.

The evaluation results of both case studies revealed several strengths and weaknesses of the public participation processes recently used in timber management planning. The key areas for improvement include: a statement of purpose for involving the public in timber management planning; increased staff training with regard to managing and conducting public participation processes; better presentation of information to the public; increased public education regarding timber management planning activities; more effective public involvement in the planning process, especially by local people; and, evaluation of the participation process while it is being conducted.

The results and recommendations of the case study evaluations were compared to the "Decision and Reasons for Decision" document, written by the Ontario Environmental Assessment Board and released by the Minister of the Environment in April, 1994. The document reinforces several of the findings of the case study evaluations, however additional recommendations for improvement to the process remain.

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List of Acronyms

Annual Work Schedule	The annual work schedule is produced each year to guide the actual implementation of timber management operations
Bump-up	This term applies to a change of status from a class environmental assessment to a full assessment
EA	Environmental assessment
LCC	Local Citizens Committee
MOE	(Ontario) Ministry of the Environment and Energy
OMNR	Ontario Ministry of Natural Resources
The Class EA document	1987 Draft Class Environmental Assessment for Timber Management Planning on Crown Lands in Ontario
TMP	Timber Management Plan
Proponent	A person who: carries out or proposes to carry out an undertaking; or, who is managing an undertaking subject to an environmental assessment

CHAPTER I - INTRODUCTION

1.1 Background

This research is about the development and testing of a model for evaluating the public participation process and practises used in timber management planning in Ontario. Currently, the participation process is conducted according to the terms and conditions recently established by the Ontario Environmental Assessment Board (EA Board, 1994). The following is a brief explanation of the background of environmental assessment in Canada and an account of the events which led to the current policy on public participation for timber management planning in Ontario.

Environmental assessment, as a regulatory process, is relatively new in Canada. The practise emerged due to a growing awareness of the importance of environmental issues and the increasing size and complexity of modern projects (Robertson, 1989, p. 1).

Legal structures requiring environmental assessment have existed in Canada since the 1970s and its requirements have evolved over the years (Robertson, 1989, p. 2). In Ontario, the Environmental Assessment Act, R.S.O. 1990, Chap. E.18; am. 1993, c. 27, Sch. was enacted in 1975. The purpose of the Act is:

... the betterment of the people of the whole or any

part of Ontario by providing for the protection, conservation and wise management in Ontario of the environment (EA Act, 1990, s. 2).

The Act applies to: "enterprises or activities or proposals, plans or programs in respect of enterprises or activities by or on behalf of Her Majesty in right of Ontario" (EA Act, 1980, s.3). As an agent of Her Majesty and the steward of Crown land in Ontario, the Ontario Ministry of Natural Resources (OMNR) is responsible for the undertaking of timber management on Crown lands in the Province. This undertaking is defined by OMNR as the interrelated activities of access, harvest, renewal and maintenance of the timber resource. In order to fulfil its obligations under the EA Act, OMNR chose to prepare a Class environmental assessment. Among other things, the Class EA document describes a planning process which is intended to be used for timber management in the future.

In December 1985, the OMNR submitted to the Minister of the Environment the "Draft Class Environmental Assessment for Timber Management on Crown Lands in Ontario". The Draft Class EA document contained a comprehensive planning process for the production of all timber management plans on Crown land within the boundaries as shown in Figure 1. Between December 1985 and June 1987, the draft document was reviewed by various government departments and a revised Class Environmental Assessment document (referred to hereafter as

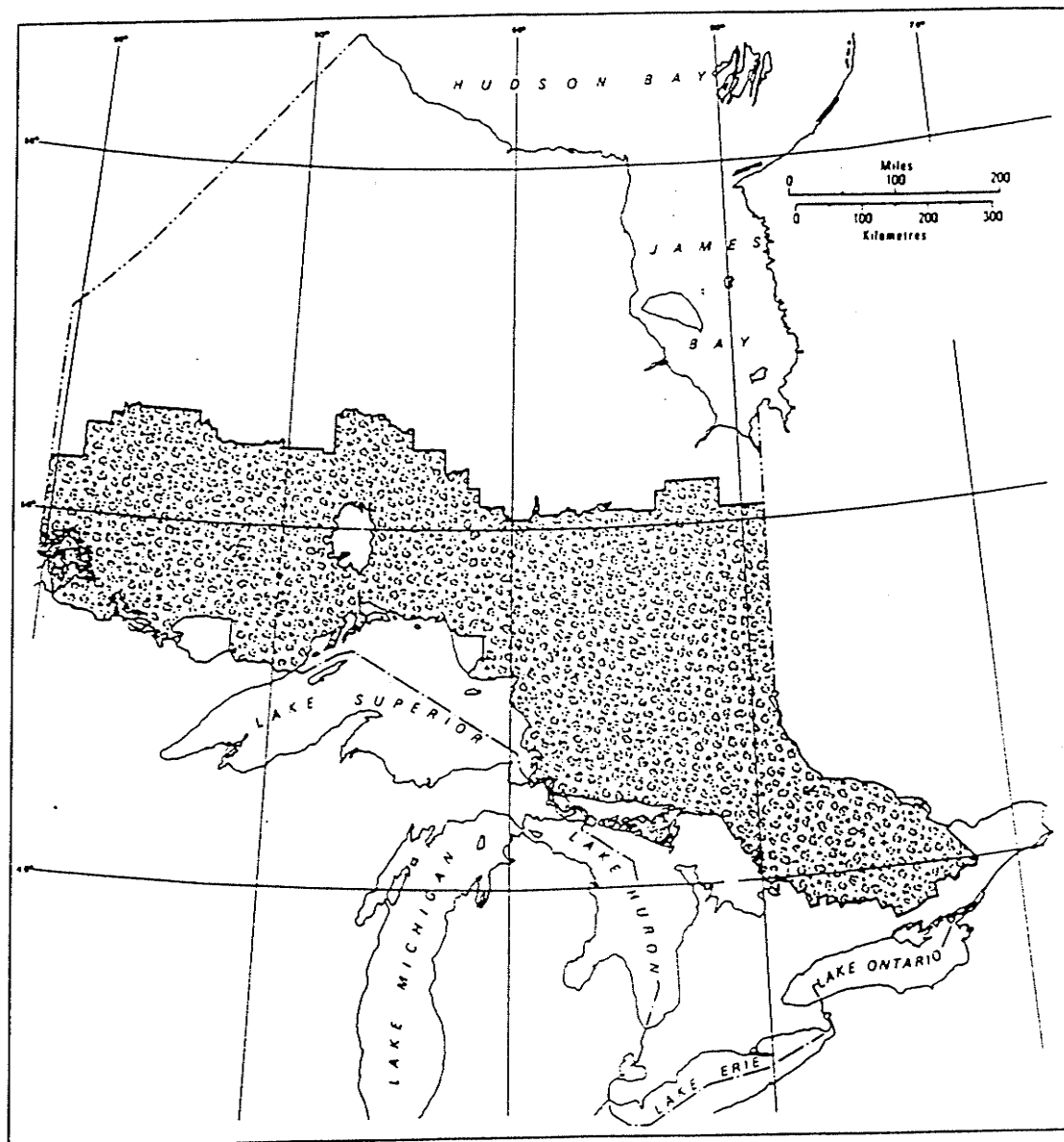


Figure 1: Area of the Undertaking

Source: OMNR, The Class EA document, 1987, p. 3.

the Class EA document) was submitted to the Minister in June 1987. On the request of the Minister of Natural Resources, the Minister of the Environment referred the application for approval of the undertaking to the Environmental Assessment Board.

Hearings by the EA Board commenced in May, 1988 and concluded in November, 1992, a period of 4 1/2 years. The hearings were held in several locations throughout Ontario and the Board heard from over 500 people (EA Board, 1994, p. 2). In April, 1994, the Board released its "Reasons for Decision and Decision", which indicated its acceptance of the class environmental assessment and its approval of the undertaking, subject to terms and conditions of approval (Ontario Ministry of the Environment, April, 1994). Many of those terms and conditions deal with the appropriate planning process to be used in association with timber management in Ontario.

While public hearings into the timber management undertaking were ongoing, OMNR began to implement some of the elements of the proposed timber management planning process which were described in the Class EA document. In addition, during the hearings, new ideas about timber management planning (including the public participation process and practises) were proposed to the Board by OMNR and several

other interested parties. Some intervenors also submitted written proposals. The OMNR incorporated some of these ideas into its public consultation activities prior to the decision of the Board.

The EA Board and other interested parties made their own evaluation of the public participation process outlined in the Class EA document, however no formal evaluation of the public participation process or practises was conducted during the review period. As such, an evaluation of the effectiveness of the process and associated practises¹ was valuable and timely.

1.2 Problem Statement

The EA Board has approved the undertaking of timber management as described in the Class EA document, with terms and conditions, including detailed requirements for public consultation in the timber management planning process (Ontario Ministry of the Environment, April, 1994). To monitor the effectiveness of public participation in planning, OMNR requires a means by which to evaluate its evolving public participation process and practises.

¹ 'Process' refers to the functions associated with public participation and 'practises' refers to the actions associated with the various functions (see sect. 3.6).

1.3 Purpose

The purpose of this research is to design and test a model for evaluating the effectiveness of the public participation process and practises used in timber management planning in Ontario.

1.4 Objectives

The objectives of the research were:

- 1) to examine the context/setting within which the evaluation of public participation in timber management planning is based;
- 2) to design a model which can be used to evaluate the effectiveness of the public participation process and practises used in timber management planning;
- 3) to test the evaluation model on the public participation processes associated with two recent timber management planning exercises (one was a Crown Management Unit and the other was a Company Forest Management Agreement (FMA)) in the OMNR's Kenora District;
- 4) to modify the model (as may be required), as a result of testing;
- 5) to provide information and recommendations regarding the strengths and weaknesses of the public participation process and practises used in the two case studies; and,

6) to comment on the usefulness of the revised model.

1.5 Limitations

The evaluation model was tested on two public participation processes used in recent timber management planning exercises in the OMNR's Kenora District. The first evaluation was administered to a participation process which was conducted in association with a Crown Management Unit, the Kenora Crown Timber Management Plan (TMP) for the years 1991-2011. The second evaluation was administered to a single participation process which was conducted for two timber management plans, the Patricia and Pakwash Forest FMA TMPs for the years 1994-2014².

1.6 Organization

The research is organized into 8 chapters. Chapter 2 contains a review of the literature regarding environmental assessment, the history of public participation and, public involvement in environmental decision-making.

Chapter 3 consists of a review of the literature used to develop the evaluation model. It includes discussions of: the need to evaluate public participation in timber management planning; defining evaluation; defining

² * Although the TMPs forecast timber management strategies over a 20-year period, public involvement specifically focuses around the initial 5-year period.

effectiveness for the purposes of evaluation; defining effective communication; and, additional influences on model design.

Chapter 4 is the methods chapter and discusses: the development of two questionnaires used to supplement the evaluation model; the methods used to administer the model and questionnaire; determination of sample population; the timing of the evaluation; who should conduct the evaluation; and, analysis of the evaluation results.

Chapter 5 consists of the model and questionnaire results of the first case study. Modifications to the model and questionnaire in preparation for the second case study are also discussed.

Chapter 6 contains the results of administration of the revised model and questionnaires used in the second case study. Changes to the model and questionnaire in preparation for future use conclude the chapter.

Chapter 7 consists of a comparison of the terms and conditions for public participation as outlined in the Environmental Assessment Boards' "Decision Document", against the findings of the two case studies. Final conclusions and recommendations are found in Chapter 8.

CHAPTER II - BACKGROUND

2.1 Introduction

A review of the literature regarding issues which pertain to the research topic was conducted to set the context within which the evaluation model was developed. The subject matter reviewed includes: EA in Canada; class EAs; the history of public participation in Canada; defining public participation; participation in environmental decision-making; and, the history of public participation in timber management planning in Ontario .

2.2 Environmental Assessment in Canada

EA first appeared in Canada in response to public pressure arising from concerns about the negative effects of undertakings that had been implemented with limited regard for their potential bio-physical and socio-economic impacts (Dunster & Gibson, 1989, p. 24). An EA process for Canada was initially created at the federal level with the issuance of a series of Cabinet directives in 1972 and 1973 (Rees, 1981). The directives were amended twice in the late 1970's and promulgated in 1984 by Order-in-Council as the Environmental Assessment Review Process Guidelines Order, SOR/84-467. The Canadian Environmental Assessment Act (CEAA), [S.C. 1992, Chap.37, to come into force by order of the Governor in Council; amended 1993, c. 28, s. 78; to come into force April 1, 1999 or earlier by order of the

Governor in Council] which was created to replace the Guidelines Order, has been passed by both Houses of Parliament; however, no regulations to accompany the Act exist at the time of writing.

Prior to the establishment of EA processes in Canada, environmental protection was enforced through the use of regulations.

In terms of both methodology and purpose, E.I.A. (environmental impact assessment) marked a radical departure from existing regulatory models in environmental policy, changing the focus from regulation and control to planning and prevention (Jeffery, 1991, p. 1070).

EA is anticipatory in nature and requires proponents to evaluate alternatives to and alternative methods of carrying out undertakings. Thus EA is preventative rather than reactive (Jeffery, 1991, p. 1071).

The underlying philosophy of EA in Canada is similar to that of the National Environmental Policy Act (NEPA), enacted in 1969 in the United States. NEPA states that all federal government agencies must:

...utilize a systematic interdisciplinary approach which will ensure the integrated use of the natural and social sciences and the environmental design arts in planning and in decision making which may have an impact on man's environment (NEPA, 1970, sect. 102).

Ontario was the first province in Canada to enact

comprehensive EA legislation, with the passing of The EA Act. The philosophy of the Ontario EA Act is similar to that of NEPA, however, the provisions within the Act are much more detailed than those found in NEPA, and, in fact, set an international standard for the process of environmental assessment (Dunster and Gibson, 1989, p. 26).

2.3 Class Environmental Assessments

A class assessment option was designed for Ontario's EA Act to provide an approach to the assessment of undertakings of modest-to-moderate environmental significance (Gibson and Savan, 1986, p. 74). The EA Act, section 41, provides for the use of a class environmental assessment for common sets of activities. The Ministry of the Environment, in its "General Guidelines for the Preparation of Environmental Assessments", describes class EAs as a way of dealing...

...with projects which have important characteristics in common. Such projects are relatively minor in scale, recur frequently, and have a generally predictable range of effects which, though significant enough to require environmental assessment, are likely to cause relatively minor effects in most cases (Ministry of the Environment, 1981, p. 17).

OMNR submitted a class environmental assessment for timber management because it felt that the class assessment approach was appropriate for defining a common and consistent planning process and for ensuring that the purpose of the Environmental Assessment Act was attained

(OMNR, 1987, p. 2). In the Class EA document, OMNR further states that timber management involves a common set of activities which occur in every management unit and generally have a predictable range of environmental effects (OMNR, 1987, p. 3-4).

Gibson and Savan (1986) conducted a review of Ontario's EA Act and argued that the class assessment option is not designed to handle 'sectoral undertakings' such as the OMNRs' forest management activities. They state that these activities involve a limited range of similar and frequently recurring individual projects, but overall the timber management process fails to meet the class assessment criteria of small scale and moderate significance (Gibson & Savan, 1986, p. 75).

Notwithstanding the above, the EA Board has consented to the use of the class EA approach for timber management as is evidenced by its review and approval of the Class EA document (with conditions) (EA Board, 1994).

2.4 Defining 'Public Participation'

'Public participation' has been interpreted differently by various authors and institutions. The difference in these interpretations tends to be based on the degree to which the public is empowered to make decisions. In some cases, the

power of the citizens is virtually non-existent as is exemplified by the Canadian Nuclear Associations' submission to the Royal Commission on Electric Power Planning in Ontario (1980, p. 66) which states: "...the primary purpose of the process [public participation] should be to demonstrate to the public that the right decisions are being made for, on balance, the right reasons".

Tyler defines public participation from a more participatory perspective:

(Public participation is) a process in which specific segments of the population, a 'public', identified by a decision-making body, actively share in the decision-making process...(it is) a process through which an agency makes it possible for those most likely to be affected by its decision, to be fully aware of, influential, and actively involved in the decision-making process (Tyler, 1979, p. 17).

By using the phrase "actively share in the decision-making process", Tyler implies that members of the public should be part of the decision-making body. However, this implication is not absolutely clear.

Parenteau (1988) examined several definitions of public participation and concluded with a definition similar to that proposed by Tyler.

On the whole, for the writers surveyed, participation is a voluntary action by which a responsible authority formally involves affected citizens in the decision-making process when a decision is pending on an already formulated policy, program, or project. For there to be

formal participation, the procedure must be made public, specified in advance, and followed. The issues must be clear or clarified at the outset. Participation must take account of both the immediate interests of the citizens directly affected and community development considerations (Parenteau, 1988, p. 7).

In the above definition, the phrase "a responsible authority formally involves affected citizens in the decision-making process" indicates that members of the public (or perhaps a public representative) will be part of the decision-making body, however, as is the case in Tyler's definition, the degree of citizen empowerment with regard to actual decision-making is not clearly stated.

Bush (1990) clearly distinguishes between the public and decision-makers in her definition of public participation, which states: "public participation is defined as requiring communication and effective dialogue between the public and decision makers" (Bush, 1990, p. 3). She adds that public participation must result in the concerns of the public being considered in the decision-making process, regardless of who ultimately makes the decisions (Bush, 1990, p. 3).

The above definition of public participation is similar to that provided by Grima and Mason who state:

Public participation does not aim to shift the locus where decisions are made or plans are finalized. The elected representatives (and public servants they employ) are still ultimately responsible for making decisions; the active participants' aim is to affect the content of the

plan or regulation (Grima and Mason, 1983, p. 25). In the case of timber management planning, the OMNR is responsible for decision-making (OMNR, 1987).

Arnstein defines citizen participation as "the redistribution of power that enables the have-not citizens ...to be deliberately included in the future...which enables them to share in the benefits of the affluent society" (Arnstein, 1969, p. 216). She further argues that "participation of the governed in their government is, in theory, the cornerstone of democracy" (Arnstein, 1969, p. 216).

Arnstein (1969) created a typology which demonstrates the relationship between public participation and actual power in decision-making (see Table 1). The bottom rungs of the ladder, therapy and manipulation, describe levels of non-participation. The real objective in this type of 'participation' is to enable powerholders to 'educate' or 'cure' the participants. Rungs 3, 4, and 5 represent levels of tokenism, where citizens may hear and be heard but there is no follow through, hence no assurance of changing the status quo. Levels 6, 7 and 8 represent increasing decision-making clout by citizens (Arnstein, 1969, p. 217).

The level of citizen power which is appropriate for a

8	Citizen control		Degrees of citizen power
7	Delegated power		
6	Partnership		
5	Placation		Degrees of tokenism
4	Consultation		
3	Informing		
2	Therapy		Non-participation
1	Manipulation		
Table 1: Eight Rungs on a Ladder of Citizen Participation (Arnstein, 1969)			

participation process depends to some extent on the circumstances surrounding the process. While it may be inappropriate in any participation process to suppress public involvement to levels 1 or 2 of Arnsteins' ladder, one must be mindful that in various circumstances (such as when some of the factors affecting the decision may be deliberately withheld from the public) it may not be in the interests of the proponents nor the public to design a participation process where citizens are members of the decision-making body. However, under most circumstances, where full information is provided to an actively-involved public, one would expect citizen empowerment in decision-making to exist at levels 6 or 7 of Arnstein's ladder.

Regardless of the level of public involvement which is chosen by the manager/creator of a public participation process, it should be clearly stated in writing so that both the process manager and the public have a complete

understanding of the role (including the limitations thereof) which the public is expected to take in the planning process.

The definition of public participation provided by Grima and Mason (1983) is most appropriate for the purposes of this research, since OMNR is ultimately responsible for making decisions. However, in evaluating the effectiveness of the public participation process, the level of public involvement, as discussed by Arnstein (1969), must also be considered.

2.5 History of Public Participation in Canada

Public participation is largely a product of the activism of the 1960's. It came about as a result of public disillusionment with the effects and processes of planning, and a heightened awareness of environmental and ecological values (Cullingworth, 1984, p. 1).

The demand for public participation in environmental decisions was initially rooted in protest. Proposals for resource development were challenged by groups of citizens because significant environmental and social impacts were either ignored completely or discounted as intangibles in cost/benefit calculations (Sadler, 1979, p. 3). This citizen action called into question the way environmental

decisions were made and thus created a need for a more open and comprehensive decision-making process (Sadler, 1979, p. 3).

The main actors in the traditional process of public participation were elected politicians and leaders of established interest groups. The politicians established policy, and appointed officials and technical experts to advise on, interpret, and administer policy. "Only vague and indirect channels of influence, with elected representatives as the main point of entry, linked the general public to the decision-making system" (Sadler, 1979, p. 3).

The legitimacy of the public's right to participate in decision-making concerning government legislation in a democratic country has long been a subject of debate. The debate is based on two theories of democracy: direct democracy (or participatory democracy, as it is referred to by Naisbitt in Nicholson, 1980, p. 5), and elected or representative democracy. The former holds that those most affected by a decision should participate directly in the decision-making process. The latter is based on the delegation of power, and holds that elected representatives are entitled to make all decisions themselves, since they were elected for that purpose (Parenteau, 1988, p. 1).

Parenteau (1988) argues that the debate over direct democracy has been fuelled by the excesses and weaknesses of representative democracy. He states that elected representatives do not have specific mandates for each area of social and economic life, they have a mandate only for general stewardship (Parenteau, 1988, p. 1). Thus public involvement has become necessary element of decision-making.

The inextricable link between humans and the environment makes it appropriate that the public should take an interest in environmental decision-making (Nicholson, 1980, p. 6). This belief is echoed by Naisbitt (in Nicholson, 1980, p. 5) who states: "The nature of land, air and water systems ...and the character of our economic and community systems...are practically inseparable". Thus significant aspects of environmental decision-making require a shift toward participatory democracy. Brewer submits similar sentiments:

...because in the long run, the environment supports all humankind, its management is everybody's business...(thus) consensus on the social objectives for environmental management must emerge from debate by an informed public (Brewer, 1969, p. 20).

EA evolved as a fundamental vehicle of public participation in environmental decision-making. The government realized that projects which caused biophysical impacts also often affected the socio-economic well-being of individuals and

communities. Members of the public began to insist on participating in the decisions made about the environmental issues affecting them (Gibson and Savan, 1986, p. 9). Experience indicated that when the public was not provided with the opportunity to participate, confrontations would sometimes arise which led to considerable disruption and expense (MOE, 1973, p. 37). Thus,

...the logical step in the consideration of environmental issues was toward a forward-looking planning process, one which took into account potential effects on various aspects of the human community, and did so with the assistance of public involvement (Gibson and Savan, 1986, p. 10).

The Ontario EA Act takes this step by stating that the purpose of the Act is to "provide for the betterment of the people of Ontario by providing for ... the wise management of the environment" (Ontario EA Act, 1990, sect. 1). The 'environment' is defined by the Act as not only including natural features, but also the "social, economic and cultural conditions" of humans (Ontario EA Act, 1990 sect. 1(c)). MOE guidelines which accompany the Act provide for public involvement.

The connection between the environment and human activity is clearly represented in Ontario, where productive forest land occupies nearly 40 million hectares. Eighty-four percent of this is Crown land and is administered by the OMNR (OMNR,

1986). In 1987, the forests of Ontario supported 41 timber dependent communities, 20 major sawmills and 34 pulp and paper mills (Smyth and Campbell, 1987). The forests also directly and indirectly support a host of additional activities including: commercial tourist operations; economic and cultural traditions of native people; hunting; trapping; wilderness recreation; and, aesthetic and spiritual enjoyment (Dunster and Gibson, 1989, p. 1).

In managing the forests, the government of Ontario must deal with a diversity of interests which often results in conflict. However, this need not be considered a barrier to effective public involvement in resource management.

Bennington and Skelton emphasize the importance of competing views in a democratic society: "Uncertainty requires competition, social and political conflicts, and institutions that provide suitable conditions for this conflict" (Bennington and Skelton, 1973, p. 424).

Caldwell et al. (1976) similarly express the importance of ensuring that different opinions are heard in public participation processes.

Clearly there are very serious dangers in not recognizing the value of conflict - the avoidance or reduction of conflict should not stand as unqualified objectives of public participation programs. A society without conflict may be in the best interest of the managing elite, but it does not necessarily promote the various interests of the rest of society (Caldwell et al., 1976).

2.6 History of Public Participation Requirements in Timber Management Planning in Ontario

Prior to the use of the planning process described in the Class EA document, timber management planners were required to involve the public in decision-making due to a Cabinet Order (the "Exemption Order") made in 1976. Processes for public consultation were first described in a manual written for forest companies (1976) and subsequently under the Timber Management Planning Manual which applied to all Crown lands (1985). However, these documents were guidelines and not legally enforceable. The only legislation that directed the management of timber was the Crown Timber Act, which does not contain any requirements for public participation (p.c. Murphy, 1994).

"In 1975, the Environmental Assessment Act was passed and required compliance for all activities of the Ministry of Natural Resources, including timber management" (OMNR, 1987, p. 6). Since that time, timber management on Crown lands has proceeded under an interim exemption from the Act. Extensions to the Exemption Order over the past several years have been accompanied by binding conditions, one of which is the requirement for public consultation in the preparation and review of timber management plans (OMNR 1987, p. 6).

The proponent of any activity which falls under the

jurisdiction of the EA Act is not bound by the Act to consult with affected parties with regard to an undertaking. However, the policy associated with the EA Act, entitled "Environmental Assessment Planning and Approvals", specifies that the EA Act is about good planning and one of the features which is key to successful planning under the Act is consultation with affected parties. 'Affected parties' are defined as: "any members of the public or public interest groups with an interest in the undertaking as well as government reviewers" (MOE, 1989, p. 03-04-01). More specifically, the policy states that the planning process for any EA should be a cooperative venture with affected parties: "Early consultation with affected parties is essential" (MOE 1989, p. 03-04-03).

The process of timber management planning has traditionally been dominated by professional foresters, in isolation from the public (Higgelke and Duinker, 1993, p. 1). Foresters are being exposed to an ever-increasing number of issues which often receive national media attention. Thus public involvement is increasingly becoming a key part of the planning process (Higgelke and Duinker, 1993, p. 1).

2.7 Summary

The creation of Ontario's EA Act has provided for enlightened environmental decision-making in Canada. This

enlightenment is, in part, attributable to the requirement for public involvement in project planning. Given the importance of public involvement in environmental planning and the benefits which can be derived, a method of evaluating the effectiveness of the process and practises which have been implemented is necessary. Thus the following chapter discusses the development of a model to evaluate the effectiveness of the public participation process and practises used in two recent timber management planning exercises in Ontario.

Chapter III - DEVELOPING A MODEL FOR EVALUATING PUBLIC PARTICIPATION IN TIMBER MANAGEMENT PLANNING

3.1 Introduction

To design a model for evaluating the effectiveness of the public participation process used in timber management planning in Ontario, several topics within the field of evaluation and effectiveness were reviewed. Initially, the need to evaluate the participation process was examined. Once the need was established, a definition of evaluation appropriate to this research was presented and discussed. Upon completion of these two tasks, an evaluation model was created based on a review and discussion of: the definitions of effectiveness; the definition of effective communication; and, several sources of literature on the subjects of evaluating and planning public participation processes.

3.2 The Need to Evaluate Public Participation

Aside from the Environmental Assessment Board's review of the Class EA document, there has been no formal evaluation of the public participation process and practises associated with timber management in Ontario. The literature indicates that evaluations of public participation processes rarely occur (Homenuck et al. 1978, p. 103; Hoole, 1979, p. 239; and others). Various authors stress the importance of conducting evaluations, especially considering the amount of

time and money expended on participation processes and the benefits which can be achieved (Sewell, 1979; Praxis, 1988). For example, Homenuck et al. (1979) state that:

(Despite the recent increase in public involvement programs for development projects), there has been little effort devoted to the important task of evaluating public participation programs. This is unfortunate because, without a systematic approach to evaluation, the worth of a public participation program is determined by the individual impressions of the people who initiated or participated in it...Some form of objective evaluation is imperative. Only in this way can we determine the legitimacy of participation programs, provide adequate answers to questions concerning their accountability, and provide a learning framework where we can improve the process and learn to avoid mistakes (Homenuck et al. 1979, p. 103).

Grima and Mason (1983) also support the need for evaluation of public participation processes. Their interest in evaluation stems from a concern that public participation often does little more than fulfil limited bureaucratic objectives of legitimizing projects by garnering public support for them, or at least demonstrating that an unpopular decision was not made behind closed doors (Grima and Mason, 1983, p. 30). This view is similar to that expressed an environmentalist group, the 'Wildlands League', who state: "The...government believes that...if they consult people, produce reports that are then ignored, and pass legislation that includes the word "sustainable", that people will be fooled into apathy" (Gray, 1994).

Grima and Mason (1983) endorse the need for a formal evaluation of the participation processes used in resource management planning by stating: "It is not enough that the public(s) have more opportunities to be heard; it is perhaps more important that the quality of the participatory process be enhanced" (Grima & Mason, 1983, p. 27). This view implies that evaluation is critical to the enhancement of participation processes.

Evaluation of public participation processes is particularly important since the effectiveness of the process depends on its credibility in the eyes of potentially affected publics.

The credibility of any planning effort rests on the *perception* that the relevant issues were identified and addressed, appropriate information was obtained and correctly interpreted, and the significance of projected impacts was assessed in the context of local values (Creighton et al., 1980, p. 350).

The credibility of the process will be enhanced in the eyes of the public if: it perceives that it contributed to decision-making; and, public concerns are well documented.

Effective public involvement often provides a kind of credibility within the planning agency as well. If the agency is confident that it is fully acquainted with public concerns and that ... an effort has been made to incorporate public values into the planning process, it can undertake the implementation of the plan with increased confidence and security (Creighton et al., 1980, p. 350-351).

An evaluation of public participation associated with timber management planning is a tool by which the OMNR, forest companies, and the public can judge the effectiveness of the process. The results of the evaluation should identify deficiencies in the process and include suggestions for improving the process.

The necessity of evaluating the effectiveness of the public participation process in timber management planning is reinforced by a critique on the process by Dunster and Gibson (1989). They question whether the participation process provided in the Class EA document provides a sufficient basis for effective public involvement. In particular, they note that the public involvement process did not appear to be structured as an interactive process and there is some vagueness regarding how the OMNR expected to make use of the public comments it receives. They also express concern over the capacity of the process to respond to public comment, provide adequate access to information and deal with native rights (Dunster and Gibson, 1989, p. 144-145). This critique provides insight into some of the weaknesses that may be identified in the two case study evaluations.

3.3 Defining Evaluation

A review of several sources of literature revealed a number

of definitions for the word 'evaluation'. Much of the literature on evaluation is discussed within the context of social and educational programs which are frequently evaluated. Thus the definitions of evaluation associated with these sources were somewhat inappropriate for this research. However, a definition by Patton (1988) provides a good explanation of the comprehensiveness of the term:

The practise of evaluation involves the systematic collection of information about the activities, characteristics, and outcomes of programs, personnel, and products for use by specific people to reduce uncertainties, improve effectiveness, and make decisions with regard to what those programs, personnel or products are doing and affecting. This definition of evaluation emphasizes (1) a systematic collection of information about (2) a broad range of topics (3) for use by specific people (4) for a variety of purposes (Patton, 1988, p. 301).

Patton's (1988) definition of evaluation is useful for providing a general understanding of the aims of the evaluation conducted in this research and was applied as follows: (1) a systematic collection of information regarding the preparation and implementation of the participation process in the Class EA document was carried out; (2) in collecting the information, a broad range of topics were evaluated; (3) the results of the evaluation were prepared for use by OMNR and the public; and, (4) the evaluation provides information to managers of the participation process and to members of the public about the effectiveness of selected aspects of the participation

process.

3.4 Defining Effectiveness for the Purposes of Evaluation

It is difficult to provide a single measure of effectiveness for any program.

Neither in practise nor in the literature is there overall agreement on what the term effectiveness means. How effectiveness is understood seems to depend largely on who is looking for it (Canadian Comprehensive Auditing Foundation, 1987, p. 20).

Cameron suggests that the search for indicators of effectiveness begins anew in each evaluation. This occurs because no standard set of criteria with which to evaluate effectiveness exists since no 'standard' organization exists (Cameron, 1981, p. 2).

"Effectiveness is an elusive concept that can be approached through several models, none of which is appropriate in all circumstances" (Baugher, 1981, p. 1). Evaluators tend to design models based on the purpose for which the evaluation is conducted. Many of the models contain similar elements, however each model is tailored for use in evaluating a specific program. This is the approach that was taken in the present research. Basic elements of model design were 'borrowed' from the literature and an attempt was made to 'flesh out' the model with additional questions to ensure that the aims of the research were fulfilled.

The most widely used approach to evaluating effectiveness links effectiveness to the accomplishment of organizational goals (Price, 1972). Using this approach, evaluators assume that an organization has identifiable goals and that progress toward goal attainment can be measured. Thus the evaluation is focused on the outputs of an organization (Cameron, 1981, p. 4; Love, 1991, p. 96).

There are shortcomings associated with using the attainment of goals as the only measure of effectiveness. In some instances such a measure would not credit organizations with effectiveness in areas that do not coincide with their goals. In other cases, an organization can actually be ineffective even when it accomplishes its goals if the goals are too low or misplaced (Cameron, 1981, p. 6-7).

The definition of effectiveness provided by Tripodi et al. is somewhat broader than that provided above: "Effectiveness refers to the extent to which the goals of a particular stage have been achieved" (Tripodi et al., 1978, p. 42). This definition indicates that various stages exist within processes (such as public participation processes) and that each stage should be evaluated for effectiveness. Thus the model used in this research is categorized according to the different stages which exist within the entire public participation process as outlined in the Class EA document

(sect. 2.1.3).

3.5 Effective Communication

In addition to a review of the literature on evaluation and effectiveness, the framework of the evaluation model was based on a consideration of the functions of effective communication. These functions were initially derived by determining the type of communication that was being sought at each stage of the participation process outlined in the Class EA document (1987).

As Table 2 indicates, the functions of effective communication, in relation to the participation process outlined in the Class EA document, were determined to be: communication; consideration; decision-making; and,

Planning Stage (as per the Class EA document)	Communication Sought
Background Information Gathering	Notification/Education/ Receipt of feedback
Preliminary Plan	<u>Discussion</u> = COMMUNICATION
	CONSIDERATION of input occurs and leads to
Draft Plan	DECISION-MAKING
Final Plan	ACKNOWLEDGEMENT (of concerns/input)
Table 2: Participation Process and Communication Links	

acknowledgement. The communications function is further divided to include: notification, education and discussion.

Given the above, it was concluded that all but one of the necessary functions of effective communication existed within the process outlined in the Class EA document. In order for communication to be effective, the participation process must be well planned prior to its implementation. Consideration of factors such as the amount of staff, time and money which will be allocated to the process must be established. Thus the first function of effective communication, and the first stage of the evaluation model are 'participation planning'.

Based on the above discussion, and the literature reviewed in Chapter 2, the following five phases of evaluation and their respective objectives were established for the framework of the evaluation model used in this research:

Phase I - Project/Participation Planning

Evaluation objective: to ensure that, from a management/organizational perspective, adequate consideration has been given to the development of a public participation process.

Phase II - Information Dissemination/Data Gathering

Evaluation objectives are to ensure that: the public has

been notified and informed of the opportunity to become involved in timber management planning; data/concerns have been collected from the public; public input has been acknowledged, and; responses regarding input have been provided to the public.

Phase III - Preliminary Plan Preparation and Review

Evaluation objective: to ensure that participants have been provided with the opportunity to review, comment on, and discuss (with members of the planning team) alternatives and preliminary proposals developed by the planners.

Phase IV - Draft Plan Preparation and Review

Evaluation objective: to ensure that public comments and submissions have been considered and incorporated into the plan. An opportunity for further comment on the plan by the public should also be provided.

Phase V - Plan Approval/Verification

Evaluation objectives are to ensure that: the plan has been made available for public inspection/approval; the public is satisfied that their concerns have been acknowledged by the planning team; and, the opportunity to request an "individual designation" or "bump-up" is made known to the public.

3.6 Additional Influences on Model Design

To 'flesh out' the model, several sources of literature on the subject of 'evaluation models for public participation' were reviewed. This review revealed a variety of approaches to evaluation of participation programs.

The strongest influence on the development of the more detailed questions used in this evaluation model stems from the work of Homenuck, Durlak and Morgenstern (1978). In developing a model for the purpose of evaluating a public participation process, their aim was:

... to discover to what extent the public participation program achieved the objectives expected of it, and to identify ways in which the process might be improved (Homenuck et al., 1978, p. 104).

The aims of the evaluation in this research are similar to the above, however they are somewhat more extensive and include: determining whether the objectives of the participation process as outlined in the Class EA document had been met; determining whether effective communication had occurred; and, determining whether effective participation had taken place. Thus the evaluation was not based solely on the success of 'agency' objectives, but a well-rounded selection of elements which constitute an effective public participation process.

Homenuck et al. (1978) designed an evaluation model to

determine the effectiveness of public participation programs. Homenuck et al. began their evaluation by asking what purpose the participation process was to play in the overall planning effort. The model used in this research (see Figure 2 and Appendix A) also begins by inquiring about the purpose of the public participation process.

The evaluation model proposed by Homenuck et al. (1978) introduce the terms 'function' and 'process' into their evaluative framework. Function refers to several individual purposes or 'objectives' that are to be achieved within the entire participation process. Process is the action which occurs in order to ensure that each 'function' is achieved. Homenuck et al. (1978) explain the distinction between function and process more clearly when they state that 'function is what the participation process hopes to achieve and 'process' is how we intend to achieve the many objectives of the participation process.

An evaluation of the process (action) which was undertaken assists the evaluator in determining why the functions were or were not successfully carried out. For example, one of the functions of the participation process is to disseminate information. The associated process might have been to put an ad in the paper. If the evaluation results show that few people received the disseminated information, then the

question regarding the process by which the information was disseminated will contribute to determining the underlying cause for the ineffectiveness.

'Function' and 'Process' were incorporated into the evaluation model developed and used in this research. The two terms have been used as headers for the two columns of questions within the model (see Appendix A). Those questions regarding 'function' are located on the left hand side of the model and questions regarding the associated actions or 'processes' required to accomplish each function are located on the right.

Several of the dimensions of function which were used in the evaluation designed by Homenuck et al. (1978) were incorporated into the model prepared for this research including: information dissemination; information collection; agency response and consideration of input; mutual education; participant recruitment; decision-making; planner/participant interaction; and, the establishment of boundaries, e.g. terms of reference. The appropriate questions regarding process follow each element of function as is demonstrated in the model contained in Appendix A.

The choice of questions that were included in the evaluation

model was also influenced by Patton (1987), who provides several useful suggestions regarding the contents of an effective public participation process. He suggests that a typical evaluation report should, among other things, include an analysis of the program strengths and weaknesses from the perspective of participants and staff (Patton, 1987, p. 7). This suggestion is rather broad and its use can be applied to several questions within the model. Patton's (1987) suggestion was taken literally in the creation of the questionnaires for the public (discussed further in Chapter 4), which include questions regarding their opinions on the strengths and weaknesses of the participation process.

The type of data collection that was expected to occur also influenced the type and design of the questions that were asked in the evaluation model. Both quantitative and qualitative data were collected for this research. Quantitative data consist of precise, measurable variables, while qualitative data are based on explanations and judgements of participants and staff (House, 1994, p. 17).

A question concerning participant satisfaction with the participation process was included in the evaluation model and the questionnaires based on the advice of Praxis Consultants (1988). Praxis states that it is difficult to

determine the criteria by which the effectiveness of a public involvement process should be measured. Therefore, Praxis suggests that evaluative criteria should relate to the stated objectives of the process but these criteria should be distinguishable between questions relating to the fate of the project and those of participant satisfaction with the participation process (Praxis Consulting, 1988, p. 57).

In designing a model to evaluate the effectiveness of public participation, reference was also made to sources on the topic of effective public participation. An article by Tyler (1979), "Planning Public Participation", which was presented at the Canadian Conference on Public Participation in 1977, was particularly useful in creating the evaluation model.

Tyler (1979) provides an outline of the functions which he believes should be considered when planning a participation process. Several of these functions were used in the evaluation model including: pre-process preparation (by resource managers); establishment of a frame of reference within which participation will proceed (identifying the legal framework within which public participation proceeds and identifying who has the ultimate responsibility for decision-making); establishment of a terms of reference

(provision of guidelines for public participation within the established frame of reference); establishment of objectives to be achieved through public involvement; identification of the population that is to become involved in the participation exercise; identification of the types of personal interactions that will occur throughout the planning process; and planning for human and financial resources to conduct the participation process (Tyler, 1979, p. 17-19).

Tyler (1979) also emphasizes the importance of providing the public with an opportunity to actively share in the decision-making process. Thus the model in Appendix A includes questions about how decisions were made, who was involved in decision-making, and satisfaction with the decision-making process.

The above reflects the sources which directly contributed to the design of the evaluation model in this research (summarized in Figure 2 and contained in its entirety in Appendix A). Several additional authors expressed thoughts and opinions on evaluation similar to those previously mentioned and also contributed indirectly to the development of the model. These additional authors include: Vindasius (1975); Hampton (1977); Sewell (1979); Lewis (1979); Hoole (1979); Morgenstern et al. (1980); Bush (1990);

EVALUATION MODEL

Phase I - Project/Participation Planning

- Determining Purpose
- Establishing Boundaries
- Management/Staff Preparation

Phase II - Information Dissemination/Data Gathering

- Information Dissemination
- Information Collection
- Public Response

Phase III - Preliminary Plan Preparation and Review

- Plan Design
- Notification and Review
- Public and Planner Response

Phase IV - Draft Plan Preparation and Review

- Plan Design
- Notification and Review
- Public and Planner Response

Phase V - Final Plan Approval/Verification

- Plan Design
- Notification and Review
- Public and Planner Response
- Public Satisfaction

Additional Evaluation Questions

- Planner/Participant Interaction
 - Demands on Participants
 - Decision-Making
 - Mutual Education
- Satisfaction with Process
- Process Responsiveness to Change
- Opportunity for Bump-up

Figure 2: Summary of the evaluation model used to evaluate the effectiveness of the public participation process and practices in used in the Kenora Crown TMP, 1991-2011

Grima and Mason (1983); McNiven (1980); Farrell (1980); Canadian Comprehensive Auditing Foundation, 1987; and, Weiss (1972).

3.7 Summary

Several sources of literature on the subjects of evaluating public participation and elements of effective public participation processes were examined to develop a model for evaluating the effectiveness of public participation in timber management planning. The evaluation model created for use in this research is summarized in Figure 2 and Appendix A.

A discussion of the methods used to administer the evaluation model follows. These methods include the use of questionnaires, the development of which are also discussed in Chapter 4.

CHAPTER IV - METHODS USED TO TEST THE EVALUATION MODEL

4.1 Introduction

The purpose of this chapter is to introduce the methods that were used to test the evaluation model. The specific topics addressed in this chapter include: a discussion of the methods used to administer the evaluation model; a description of how the sample population was chosen; a discussion of contributions from the literature which led to the development of the questionnaires; the timing of the evaluation; who should conduct an evaluation; and, how the data were analyzed.

4.2 Case Study Approach

The model was tested on two recent timber management planning exercises: the Kenora Crown Timber Management Plan, 1991-2011; and, the Patricia and Pakwash Forest Management Plans, 1994-2014 (the public participation process for these two plans was jointly conducted). These cases were chosen for two main reasons: first, because the information required to conduct the evaluation was accessible to the author; and, secondly, because the author wanted to determine whether there were any major differences between the way the government and the company handled public involvement in the timber management planning process.

4.3 Administration of Evaluation Model

To conduct an evaluation of the public participation process and practises used in timber management planning, (as per the model contained in Appendix A), information was required from: the public participation documentation associated with the Kenora Crown TMP; members of the OMNR staff involved in conducting the participation process; and, members of the public who participated in the planning process.

The methods used to obtain answers to the questions contained within the evaluation model included: a review of planning documentation; and, telephone and personal interview methods. These approaches were chosen for two main reasons: they were cost effective; and, in the case of the interview methods, they provided an interactive forum for discussion between the evaluator and the interviewee.

Telephone interviews were chosen to elicit responses from the participants for several reasons: the data could be collected more quickly than through the use of mailout questionnaires; respondents who were not qualified to respond (i.e. did not remember participating in the process) could be identified and replaced more quickly; if the respondent had difficulty understanding the nature of the questions, the evaluator was available to provide an

explanation; and, "surveys by mail typically elicit extremely low response rates, even with short questionnaires...even completed questionnaires leave much to be desired" (Dillman, 1978, p. 1).

The types of questions which are asked in an interview are influenced by the type of interview which is being conducted. Various interview structures exist, ranging from informal conversational interviews, to interviews where a range of responses are pre-determined. The interview method chosen for this research is described by Patton as a 'standardized open-ended interview'. In these types of interviews, the exact wording and sequence of questions are determined in advance and all interviewees are asked the same questions in the same order (Patton, 1987, p. 117).

There are several advantages associated with using a standardized open-ended interview including: respondents answer the same questions, thus increasing the comparability of responses; data are complete for each person on the topics addressed in the interview; interviewer effects and bias are reduced; decision-makers are able to see and review the instrumentation used in the evaluation; and, the organization and analysis of data is facilitated (Patton, 1987, p. 117).

4.4 Determining Sample Population

Thirty percent of the total number of participants from each case study were randomly selected and contacted to answer the questionnaires. Responses from thirty percent of any group is considered to provide adequate representation of the entire group (p.c. Henderson, 1993).

The entire sample population consisted of people with several different types of interests in the timber management planning area, including: private cottage owners; commercial tourist camp operators; mining (exploration) companies; First Nations; environmental interest groups; government review agencies; and, loggers.

4.5 Questionnaire Development

Members of the public who participated in the timber management planning process were interviewed through the use of two questionnaires. The questionnaires (Appendix B) were designed to supplement the evaluation model. Questionnaire #1 contains questions regarding presentation of information and satisfaction with the process for each phase of the public participation process. Questionnaire #2 contains similar questions, but the questions were asked only once, not for each phase of the process. Questionnaire #2 was designed with the expectation that many of the participants may not have participated in, or may not have clearly

remembered, all of the different stages in which they were involved in the participation process.

The general purpose of both questionnaires was to determine how satisfied participants were with the participation process. Specific questions regarding various activities within the process were also asked of the public to determine what the strengths and weaknesses of the process were from the participants' perspective.

The questionnaires which accompany the evaluation model were developed with reference to: the questions within the model contained in Appendix A; and, the advice provided in the literature on questionnaire development and administration. Several questions within the evaluation model in Appendix A are directed toward members of the public who participated in the planning process. For example, question 14 (b) of the evaluation model asks whether the public understood the information provided at the open house. Questionnaire #1, question 8 and Questionnaire #2, question 7 (a) ask the respondents the same question.

In some cases, the questions contained within the evaluation model (and directed to the public) were very broad, for example, question 34 of the model asks whether the public felt that its concerns had been dealt with satisfactorily by

the planners. This question was not asked directly of the public. Rather, the responses to several questions contained within the questionnaire were tallied to provide an answer. In this case, the responses were tallied from: Questionnaire #1, questions 9, 17, 23 and 28: and, Questionnaire #2, questions 9 and 11.

A mixture of dichotomous ("yes", "no") questions and open-ended questions were asked throughout the questionnaire. In a few of the questions, pre-determined options were written on the questionnaire in order to assist in categorizing the responses upon completion of the interviews. The pre-determined responses were used only for questions concerning technical or factual details of the participation process. In most cases, the pre-determined answers were not read to the respondent unless the respondent had difficulty remembering the participation process and required a prompt.

The questions within the questionnaires were organized in a fixed sequence to facilitate the interview. Patton and Berdie suggest that the interview begin with questions about noncontroversial activities (Patton, 1987, p. 120; Berdie, 1974, p. 35). Thus, the questionnaires begin by asking the respondents about their interests in the TMP area. This question was asked at the beginning of the interview, not only because it is non-controversial but because it helped

the respondents to remember their involvement in the planning process.

Patton suggests that following the non-controversial questions, it is appropriate to ask respondents about their opinions concerning the activities that took place (Patton, 1987, p. 120). Thus, following questions regarding the format which had been used to notify participants of the opportunity to become involved in the timber management planning process, respondents were asked a question regarding the clarity of the notices received. The questionnaire continues by asking the respondents several 'general' evaluation questions regarding their thoughts and opinions on various aspects of the participation process including: information provided at the open house; the amount of time required to participate effectively; and, what they did or did not like about the participation process.

After the introductory questions, the questionnaires continue in an orderly manner, according to the sequence of events that occurred in the planning process. The questions were presented in this order to assist the respondents with remembering the sequence of activities that took place.

Throughout both questionnaires, care was taken to ensure

that the words used in each question were clear and easy to understand. Patton suggests that "...good questions should, at a minimum, be open-ended, neutral, sensitive, and clear" (Patton, 1987, p. 123). Every effort was made to present the questions in an objective, unbiased format. None of the questions within the questionnaire were based on preconceived ideas or (hypothetical) suggestions upon which the respondents were required to make a judgement (Berdie, 1974, p. 40). The purpose of the questionnaire was to find out what the respondents thought of the process based on their individual experiences.

4.6 Timing of Evaluation

Evaluation is often regarded as the final step in a public participation program. As such, it identifies deficiencies only after the hundreds or thousands of dollars have been spent on implementing a public participation program (Sewell and Phillips, 1979, p. 356). Thus, where possible, evaluations should be conducted during the implementation of a public participation program (Sewell, 1979, p. 215; Sewell and Phillips, 1979, p. 356). Evaluation models of this type are referred to as 'built-in' models. A 'built-in' process of ongoing evaluation allows for process deficiencies to be corrected during the participation program (Sewell, 1979, p. 215; Sewell and Phillips, 1979, p. 356).

The model designed for this research can be used during or after the implementation of a public participation process. If it is used during the implementation of the participation process, the questions within the model should be considered as the process progresses, thus providing a guideline for the process manager. Due to the timing of the evaluation conducted in the first case study, it was necessary to evaluate the public participation process after it was complete. The second case study was evaluated during the participation process.

4.7 Who Conducts the evaluation?

There are opposing views as to whether evaluations should be conducted by people working within the organizations that are managing the process being evaluated ('insiders'), or whether they should be conducted by someone who is independent of the organization ('outsiders') (Rossi, 1985, p. 367). Both Rossi (1985) and Patton (1988) suggest that the recommendations resulting from an evaluation are most likely to be implemented if the evaluation has been conducted by an 'insider'. Rossi (1985) quotes van de Vall and Bolas (1981), stating that internal evaluations may have a higher rate of impact on organizational decision because inside researchers and policy makers communicate more easily and frequently.

Patton (1988) suggests that the 'personal factor' is the most important explanatory variable in evaluation utilization.

The 'personal factor' has to do with the interests and commitments of the key people involved in the evaluation. Where the key people are interested in, committed to, and involved in the evaluation for the purpose of making sure that it is useful, then the evaluation is likely to be used. Where those interests, commitments and involvement are not present, evaluation is considerably less likely to succeed (Patton, 1988, p. 312).

The preference for 'insider' evaluations, expressed by Rossi (1985) and Patton (1988) are meritorious, and perhaps evaluations of many types of programs or processes should be conducted by 'insiders'. However, this research involves the evaluation of a public participation process, thus it is likely that the public would be more critical of the evaluation results if it was conducted by an 'insider' rather than an 'outsider'. This conclusion is supported by Sewell and Phillips, who state that:

Where evaluation has occurred, particularly in Canada, it has usually been conducted by the agency which sponsored the programme. Thus, inevitably there have been biases in evaluation which resulted from narrowly defined objectives or from an emphasis on elements which demonstrate success (Sewell and Phillips, 1979, p. 346).

Ideally, the evaluation should be conducted by an independent person who is not directly involved or associated with the development of the timber management plan. For best results, it is also suggested that this person be thoroughly familiar with a variety of public

participation processes and practises based on knowledge of related literature and/or evaluative experience (Sewell and Phillips, 1979, p. 356).

4.8 Analysis of Data

Simple statistical techniques such as frequency response were used to analyze the results of the evaluation model and participant questionnaires. The analysis of results was related to the quantitative and qualitative nature of the questions within the model and questionnaire. For example, the questionnaire asks respondents if they submitted comments at the information gathering stage. The choice of answers is either "yes" or "no" and the responses for each were added up by the evaluator, thus providing a quantitative response to the number of people who provided input at the information gathering stage. The questionnaire later asks respondents what they liked about the participation process. There were no pre-determined responses presented to the respondents for this question. Thus this question elicited qualitative responses.

4.9 Summary

The above methods were applied to the evaluation model which was tested on two case study timber management planning exercises. The results of the application of the model and questionnaires for the first case study are presented in

Chapter 5 and the results of the second case study are presented in Chapter 6.

Chapter V - MODEL TESTING AND RESULTS TMP FOR CASE STUDY #1 - KENORA CROWN TIMBER MANAGEMENT PLAN, 1991-2011

5.1 Introduction

An evaluation model (Appendix A) and two accompanying questionnaires (Appendix B) were designed and tested on the planning exercise for the Kenora Crown Timber Management Plan for the years 1991-2011. (See Figure 3 for the location of the Kenora Crown Management Unit.) Public involvement in the timber management planning exercise began in January, 1990 and was completed in March, 1991. The evaluation of the public participation process associated with the Kenora Crown TMP began in December 1993 and was completed in May 1994.

This chapter consists of an account of the results of using the evaluation model and the two questionnaires. Following is a discussion of: the results of testing the model and questionnaires; the results of the evaluation of the Kenora Crown TMP; and, the changes required for the model and questionnaires in preparation for testing in the second case study.

5.2 Administration of the Evaluation Model

The evaluation of the public participation process and practises used in association with the Kenora Crown TMP began with an interview with the plan author in December

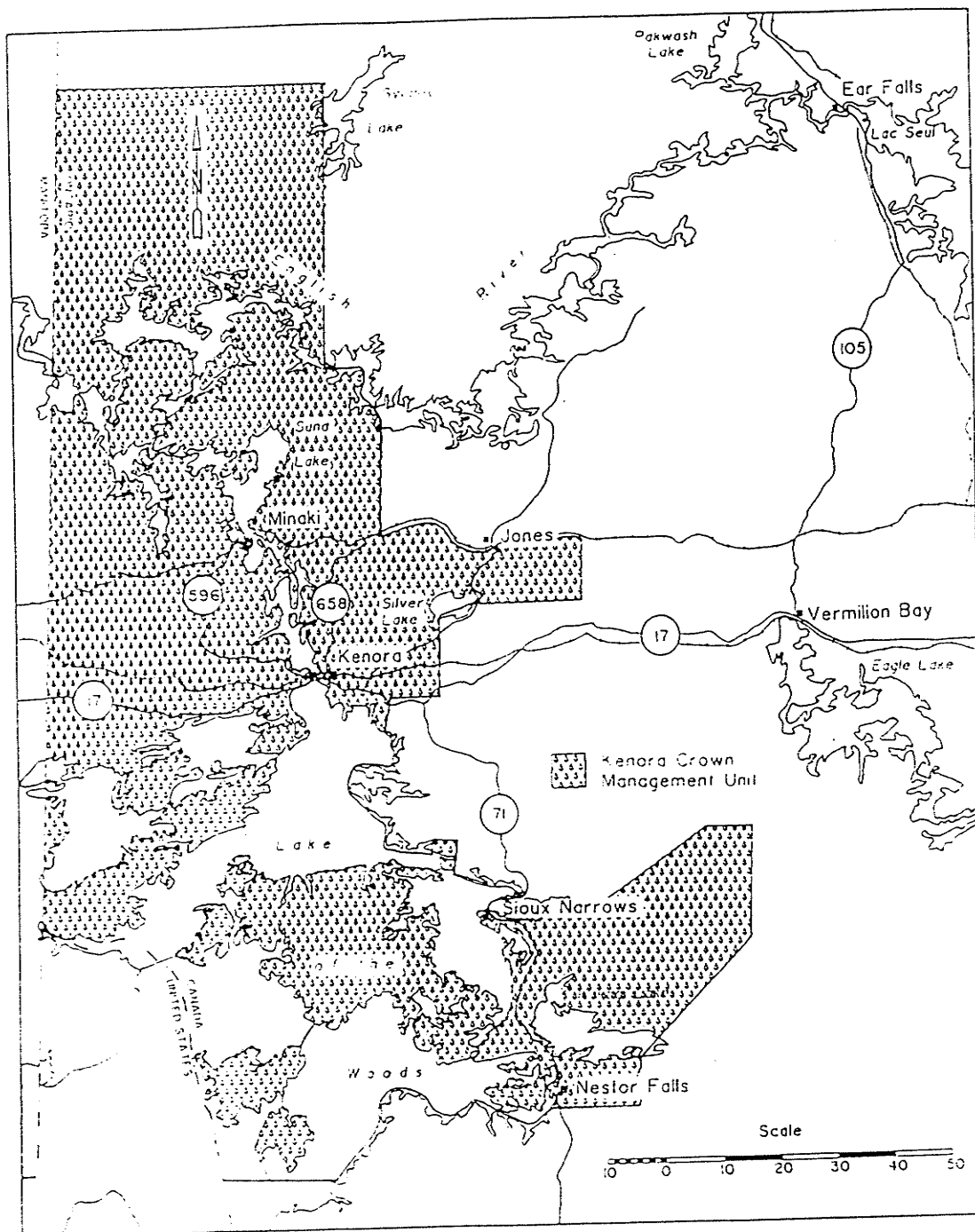


Figure 3: Kenora Crown Management Unit

1993. All of the questions within the model were asked of the plan author (B. Altmann), with the exception of those designed for public response. To obtain answers to some of the questions within the evaluation, the plan author referred the evaluator to documentation associated with the TMP and to the communications planner (G. Wong) of the case study planning exercise. Reference to these sources provided the evaluator with sufficient information to complete the relevant questions within the evaluation.

5.3 Administration of Participant Questionnaires

Two questionnaires (Appendix B) were designed to supplement the evaluation model. The questionnaires were administered by telephone during December, 1993 and January, 1994. The purpose of administering the questionnaires was to determine satisfaction with the process and the strengths and weaknesses of the process from the perspective of the participants.

Questionnaire #1 was administered to members of the public who had participated beyond the preliminary planning stage and remembered with some clarity the different stages in the participation process. Questionnaire #2 was administered to those respondents who did not clearly recall all of the stages in the process, or who did not participate beyond the preliminary planning stage.

The administration of Questionnaire #1 was somewhat encumbered due to the repetitiveness of certain questions which were asked at each phase of the evaluation. The questionnaire was also excessively long due to the inclusion of questions regarding the formats which were used to communicate with the public (e.g. "Did you receive the notice in: letter, newspaper, radio, etc. format?"). The administration of Questionnaire #2 was smoother; however, some of the questions required rewording and a greater selection of responses had to be added (discussed further in section 5.8).

The interview time required for each questionnaire (regardless of whether it was Questionnaire #1 or #2) varied considerably, ranging from 5 to 45 minutes. Questionnaire #1, on average, did not take longer to administer than Questionnaire #2 because often the answers to the questions asked for each phase in the evaluation were the same for each succeeding phase. Overall, it took an average of 10 to 15 minutes to administer each questionnaire. In cases where the respondent volunteered to discuss the details of issues surrounding their concerns, administration of the questionnaire took considerably longer.

The public's response to the questionnaire was excellent. Only one respondent refused to participate. Almost all of

the participants agreed to answer the questionnaire on the first call and indicated that they were pleased to be consulted and would be interested in the results of this research.

5.4 Determining Sample Population

One hundred and fifty-one people/organizations responded to the opportunities to participate in the Kenora Crown TMP. To obtain the desired sample population of 30%, 45 of the 151 respondents were initially randomly selected. However, a problem regarding the selection of respondents arose as attempts were made to administer the questionnaire.

Initially, the participants chosen to answer the public questionnaires were chosen randomly from among all members of the public and/or agencies that had participated in the Kenora Crown timber management planning exercise. However, it was found that this method was inefficient because although some members of the public and/or agencies had provided some type of input, not all of them had actually followed through to become 'active participants' in the planning process.

For example, some participants had submitted letters stating that they wanted to be added to the mailing list and no further input followed. When such a person was contacted to

answer the questionnaire, they often could not remember the plan, nor could they answer much of the questionnaire because they had not reviewed the plan nor provided input for consideration in the plan. Thus, in these situations, and in cases where the selected respondent could not be reached, replacement names were randomly chosen.

Forty-five members of the public were interviewed. Seventeen of these chose to respond to Questionnaire #1 (the longer version) and twenty-eight chose to respond to Questionnaire #2.

5.5 Results of the Evaluation of the Public Participation Process and Practices Used in the Kenora Crown Timber Management Plan, 1991-2011

5.5.1 Introduction

The answers to questions from the evaluation model and questionnaires have been synthesized to produce readable results. The actual responses to the questionnaires, represented by percentages, are contained in Appendix B. The results were recorded in the same order as the evaluation model, e.g. according to the evaluation phases, and are presented in the following pages.

5.5.2 Synthesis of Results

5.5.2.1 Phase I - Project/Participation Planning

The purpose at this phase in the evaluation is to ensure that management and staff are prepared and organized to

conduct a public participation process. Most of the evaluation criteria were satisfactorily met in this phase, including: establishment of the terms of reference for timber management planning; designation of a staff member to conduct the process; establishment of a terms of reference for a planning team, and; establishment of a budget to conduct the process.

Two areas in this phase were identified for improvement: establishment of a purpose for involving the public in timber management planning; and, staff training. To determine the purpose of public participation in timber management planning, the plan author was asked for his opinion on the purpose and an examination of the planning literature was conducted. The plan author, B. Altmann stated that the purpose was "to get feedback from the public for the data base and to find new areas of concern." The examination of literature on the subject of purpose is found in Appendix C.

The examination of the literature regarding purpose did not reveal a clear, overall statement of purpose for public participation in timber management planning. To ensure that the staff and public fully understand the role (including the limitations) of public involvement, it is recommended that a purpose be established.

Timber management planning team members encounter a diversity of issues from a large public body. Specialized techniques are used to acquire public opinion, evaluate it, and resolve conflicts. Interviews with the plan author (Bernie Altmann) and communications planner (Gail Wong) of this TMP revealed that little formal training had been completed in subject areas such as: public participation techniques; evaluation of public input, and; conflict resolution. Effective public participation consists of specialized knowledge and experience. Just as foresters are specifically trained in silvicultural operations, so should the administrators of public participation processes complete comprehensive training on how to conduct effective public participation process.

Given the opportunities for improvement found within this evaluation report, it is recommended that training workshops and literature on the aforementioned subject areas be availed by staff involved in designing/implementing public participation processes.

5.5.2.2 Phases II - V - Notification/Information Dissemination

Results of the evaluation revealed that in each of Phases II to V, notices advising the public of the opportunity to participate were sent out. To ensure that sufficient information was sent to the right people, the planners were

required to: anticipate concerns; determine who to send the information to; determine the means by which the public should be notified; and, determine the content of the notices.

The results of the evaluation indicate that most of the tasks associated with notification and information dissemination were completed satisfactorily. However, some opportunities for improvement were revealed with regard to: to whom the information was sent; the means by which the public were notified; and, the content of notices. These weaknesses in the process are discussed in more detail below.

5.5.2.2.1 Who to Send Information to

At the background/information gathering stage, notices were sent to several government agencies, interest groups and members of the public that were involved in the last five-year timber management planning exercise. Notices were not sent to individuals who may have had an interest in the area (e.g. new property owners) who did not fall into any of these aforementioned categories.

In the five years that elapsed between the 1989 and 1994 TMPs, property may have changed hands, or new properties may have been established. All property owners within a timber

management planning area likely have an interest in maintaining the quality of life they obtain from their investment. These property owners are often familiar with the detailed resource features within the vicinity of their property. Therefore, it is recommended that all property owners be contacted, including new property owners in the area, when seeking background information and potential issues of concern.

The preferred method of notifying individual property owners is by letter, however this format may be restricted due to budget and time constraints. Where this is the case, it is recommended that the OMNR consider using property owner association newsletters to advertise the notice.

5.5.2.2.2 Means by Which the Public is Notified

Newspaper ads were used to notify the public of the opportunity to participate for each stage in the participation process. The ads ran Monday and Thursdays. A spokesperson from the Kenora Daily Miner and News stated that the greatest circulation of newspapers for Kenora and the surrounding area is Wednesdays. Maximum local circulation (within Kenora) is Wednesday, Thursday and Friday (Sanderson, 1994). Thus it is recommended that newspaper ads run (at a minimum) on Wednesdays and, if possible, one of Thursday or Friday.

Radio ads were used to notify the public during the Preliminary Plan review stage. The ad ran a total of four times, once a day for four days prior to the open house. Effective radio advertising requires that ads be run a minimum of eight times per day, four days per week (p.c. Williams, May, 1994). It is recommended that if radio advertising is used as a method of notifying the public of the opportunity to participate, an effective ad campaign should be designed to ensure that the message is received by the public.

A report by the Ministry of Education (1992) reveals that 38% of the population of Northwestern Ontario has difficulty reading. (See also section 5.5.2.2.4.) Thus it is recommended that a variety of advertising mediums such as radio, television and displays (perhaps at local shopping malls) be used by OMNR in an effort to notify the public of the opportunities to become involved in the timber management planning process.

5.5.2.2.3 Content of Notices

The evaluation results indicate that the information which was presented in the notices was inconsistent among the different notification mediums (e.g. letters, newspaper ads, radio ads). For example, at the Preliminary Plan review stage, the radio ads contained very little information

compared to the newspaper and letter notices. The maps contained in the newspaper notice at the Information Dissemination/Data Gathering stage was very small, ~ 2 3/4" X 3 1/4", while the letters included much larger maps, ~ 7 1/4" X 8 3/4". Various other inconsistencies regarding the amount of information provided within each type of notice were noted at each stage in the planning process. To ensure that the necessary information is provided to the public, regardless of the medium by which the public is informed, it is recommended that the following list of items (at a minimum) be included in all* notices:

- invitation to participate (request for input)
- dates and times of opportunities to review the plan
- description of what will be addressed in the plan and examples of the different types of concerns/issues that may interest the public
- reference to the present stage of the public participation process and mention of further opportunities to get involved (including the purposes for each of these stages and the dates at which they will occur)
- final date upon which comments for the present stage will be accepted
- reference to an individual (or individual(s)) from the planning team with whom comments can be discussed (not the District Manager, but the person(s) with whom it is most likely that discussions will initiate)

- a clear, concise, easy-to-read map of the TMP and surrounding area

- notification that information can be obtained by other methods (in the event that it is inconvenient for individuals to attend the open house or visit the OMNR district office) (e.g.: specific information packages, including maps, could be prepared and sent to individuals)

In addition to the above, it is recommended that the notices be written in clear, simple language and presented in a format which is graphically appealing and attracts the reader's attention.

* In the case of radio and television advertising, some items from the above list may have to be eliminated, but every effort should be made to include as many items from the above list as possible.

Improvements to the content and graphics of notices would likely provide the public with a better understanding of what is involved in timber management planning which may generate increased public interest and response to the planning process. Reference to the recommendation provided in the following section "Comprehension of Notices by the Public" should also be noted.

5.5.2.2.4 Comprehension of Notices by the Public

The questionnaire results indicate that at the preliminary

planning stage, 74% of the respondents clearly understood the notices and 26% did not. Ninety-one percent of these people had received notice in letter format. Given that 38% of the population of Northwestern Ontario has difficulty reading (Ontario Ministry of Education, 1992), it is recommended that the OMNR consider: clarifying the notices that are provided to the public; and, making efficient use of different notification mediums such as radio and television.

5.5.2.3 Information Collection

At each stage in the public participation process, the information from the public is to be collected, recorded and considered in the preparation of the plan. According to the results of the evaluation, the information collected from the public at each stage in the process was well recorded. The information and accompanying response from OMNR was summarized in an orderly manner and is contained in the TMP public documentation binders.

5.5.2.3.1 Consideration of Public Input/Concerns in Plan

The Class EA document states that public input is to be considered by the planners. The plan author stated that information collected by the public was used to adjust the plan as necessary and public advisory committees were formed to deal with issues. The planning team attempted to

alleviate concerns by: implementing seasonal timber harvest and daytime hauling restrictions; and, applying the area of concern (AOC) guidelines as necessary (p.c. B. Altmann, 1993). G. Wong (p.c. 1993) stated that resolutions to controversial concerns were negotiated between both parties and attempts were made to reach compromises.

Through the questionnaires, the respondents were asked whether they thought their concerns had been considered in the plan. The results of these questions are found in Table 3.

	<u>Prelim Plan</u>	<u>Draft Plan</u>	<u>Final Plan</u>
Info. was considered	79%	67%	50%
Marginally considered	--	11%	16.3%
Info. wasn't considered	13%	--	16.3%
Couldn't tell	8%	22%	16.3%
Table 3: Percentage of respondents who felt that their concerns had been considered in the Kenora Crown TMP, 1991-2011			

It is difficult to interpret data regarding the consideration of concerns since often both the public and OMNR staff have a bias with regard to this question. From the perspective of the participants, there may be a tendency to state that their concerns were not considered if the plan was not changed accordingly. The results of the above table

indicate that the consideration of concerns by OMNR staff was reasonable. This statement may appear inconsistent with the results of the draft and final plan values given above; however, it should be noted that the number of respondents interviewed about these two stages in the process was low: 11 and 6 respectively. Further evidence supporting the reasonableness of consideration of concerns by OMNR staff is the fact that there was only one request for an individual environmental assessment after approval of the TMP (p.c. B. Altmann). That request was denied by the Minister of the Environment.

Notwithstanding the above considerations, it is recommended that OMNR strive to ensure that all participants are assured that their input is important. OMNR should also continue to provide rationales for decisions made to all participants on an individual basis. Every effort should be made to personalize responses and assure the public that OMNR is listening.

5.5.2.3.2 Response Rates

Calculation of the response rates to the opportunities to participate in the Kenora Crown Timber Management Plan was conducted by examining the results of the questionnaires and the public response documentation associated with the TMP. The calculation of the results shown in Table 4 are

contained in Appendix D.

Planning Stage:	Percentage Response Received
Background/Info Gathering:	8%
Preliminary Plan Preparation and Review:	
- Open house attendance: Kenora 68 people, Sioux Narrows 49 people	
- Mail	14%
Draft Plan Review:	2%
Final Plan Review:	3%

Table 4: Relationship between the percentage of responses received by OMNR based on the number of notices sent out at each stage of the participation process.

The response rates given in Table 4 appear to be low, considering the number of people who were notified of the opportunity to participate. However, Russel Geisbrecht of 'Connexions Direct Marketing Resource Centre', a company involved in setting up marketing relations, was asked what he thought a typical response rate to a public invitation to participate in the planning of a project would be, using a combination of various forms of notification, including letters, newspapers, radio or television advertising. Geisbrecht stated that generally, it is impossible to determine a 'typical' response rate to a public invitation to participate in the planning of a project. He stated that "It is dangerous to predict such response rates, however, if one had to come up with some sort of range, it would be

approximately 1-3% - that would be the average range of expected responses" (p.c. Geisbrecht, 1994).

Given the above statement, the responses to the timber management planning process were quite good; however, this conclusion is very subjective, especially since the percentage response rates given in Table 4 are based only on the number of individual notices that were sent out.

A 'typical' response rate of 1-3% should also be applied with caution to the above results, given the fact that the people/agencies that received notices had a direct interest in the planning area.

Notwithstanding the results in Table 4 and the comments of R. Geisbrecht, it is recommended that the content of public notices include examples of the types of issues/information that OMNR is seeking from the public. Adherence to the recommendations provided in this report regarding the content of notices (section 5.5.2.2.3), the comprehension of notices by the public (section 5.5.2.2.4), and the mediums by which the notices are sent (section 5.5.2.2.2), may serve to increase the understanding and response by the public to timber management planning.

5.5.2.4 Plan Review

The TMP was available for public review at the preliminary, draft and final stages of the planning process. The public was invited to review the plan at the Kenora District OMNR office at all of these stages and an open house was conducted at the preliminary and draft plan review stages.

Open houses at the preliminary and draft plan review stages were held in Kenora and Sioux Narrows. The review took place during the afternoon and evening so that a variety of interested members of the public could attend, even if they were employed in shift work.

5.5.2.4.1 Comprehension of Information Presented at Open House

The results of the questionnaires indicate that at the preliminary planning stage, 80% of the participants understood the information presented at the open house, 17% understood it somewhat and 3% did not understand it. Some of the comments made at this stage included: "Excellent maps."; "Well presented"; "Excellent job - good review of what was happening"; "They didn't' show big picture"; "I didn't understand the nature of the planning process"; "Too much information was presented", and; "I don't' know enough about timber management planning to understand everything".

To increase public comprehension of the information

presented at open houses, it is recommended that the OMNR provide comment sheets at the open house which include specific questions regarding the presentation of information. Every effort should be made by OMNR staff to ensure that each individual who attends the open house is greeted and provided with the opportunity to discuss the information presented. OMNR staff at the open house should be made aware of the fact that 38% of the population of Northern Ontario have difficulty reading (Ontario Ministry of Education, 1992) and should also keep in mind that some people who are colour blind may have difficulty interpreting the maps, but may be too self-conscious to relate this disability to staff members. Verbal comments received by OMNR staff regarding presentation should be recorded and collected so that suggestions can be incorporated into future open houses.

According to the TMP guidelines, the proposed road and cutting allocations and alternatives are to be shown to the public at the preliminary plan review stage. The questionnaire results indicate that only 58% of those who attended the open house remember being shown these allocations/alternatives. It should be noted that it is possible that due to the amount of time that elapsed between the open house and the administration of the questionnaire, people may not have clearly remembered what was displayed at

the open house.

Regardless of the reasons for the above result, it is evident that almost half of those who attended the open house did not remember being shown these alternatives. Thus it is recommended that maps showing alternative road and cutting allocations (particularly those areas within the locale of the open house) be displayed at the open house. Further, it should be made clear to the public that these are 'preliminary' plans, and the alternatives are open to discussion.

5.5.2.4.2 Time Available to Review Plan

The public was asked through the questionnaire whether there was enough time to review/respond to the plan. The responses to this question are found in Table 5.

	<u>TIME TO REVIEW PLAN</u>		
	Sufficient	Marginally Sufficient	Insuff.
Preliminary Plan	73%	--	27%
Draft Plan	62%	8%	30%
Final Plan	55.5%	11%	33%
Table 5 : Participant satisfaction with the amount of time given to provide input on the TMP			

On average, 30% of the respondents did not feel that there

was sufficient time to review/respond to the review of the TMP. The reasons for the inconvenience associated with reviewing the plan were inconsistent. The only common response was that a few people would prefer to review the preliminary and/or draft plans during the summer months - July and August. Given the above statistics, OMNR made a reasonable effort to conduct information centres at appropriate intervals and times; however, it is recommended that the public be made aware that special arrangements to review the plan can be made for those who cannot attend open houses.

5.5.2.4.3 Response to and Acknowledgement of Concerns

According to the evaluation results, the planners responded to input from the public in a written and/or verbal format. The responses are contained within the public consultation binders in an orderly manner.

Reference to both questionnaires indicates that 85% of the respondents were satisfied that their concerns had been acknowledged by the planners and 15% were not. This indicates that OMNR made a reasonable effort to ensure that participant's concerns were acknowledged. However, OMNR should continue to strive toward ensuring that participants are assured of the importance of their input and its consideration in the plan.

5.5.2.5 Extra Evaluation Questions

5.5.2.5.1 Planner/Participant Interaction

The results of the evaluation indicate that the interaction between planners and the participants was good. When necessary, the planners arranged meetings outside office hours. In some instances, public advisory committees were also set up to deal with concerns. Many of the respondents stated that they appreciated the friendliness and willingness of OMNR staff to discuss concerns.

5.5.2.5.2 Decision-Making

Most of the participants were satisfied with the way decisions were made with regard to the TMP. However, the questionnaire results indicate that 33% were dissatisfied. The most oft-quoted remark in this regard was that the decisions had already been made by OMNR and that little could be done to change them. Given this evaluation result, further research with regard to decision-making (in the public participation process) was conducted to determine how decisions are to be made in timber management planning and the extent to which public input can affect decisions.

The Class EA document continually refers to the "formal opportunities for interested and affected parties to 'become involved' in the preparation of the TMP". The public participation process is referred to as the "public

consultation program". All comments and submissions from interested participants are 'considered' in the preparation of the TMP. Following is a discussion of this research.

The four formal opportunities in the participation process outlined in the Draft Class EA document offer the public a chance to 'participate', 'review' and 'inspect' the TMP. The first opportunity to participate consists of an invitation for interested participants to offer comments on any aspect of the upcoming plan. The second opportunity invites the public to an information centre to review and comment on alternative and preliminary proposals which have been developed (before decisions are made). Third, the public are invited to review the draft plan, supplementary documentation and OMNR's preliminary list of outstanding alterations. The supplementary documentation is to include a description of submissions which were received during public consultation and how they have been considered in the preparation of the draft plan. The final opportunity for public involvement consists of a public notice which advises participants that the OMNR-approved plan is available for inspection.

The Class EA document does not state the purpose of getting the public involved in timber management planning, therefore it is difficult to discern the level of public

involvement which is being sought. Based on the information given in the above paragraph, the level of public participation that is being sought is 'consultation', defined by Arnstein as the opportunity for "citizens to hear and be heard" (Arnstein, 1969. p. 217). Arnstein adds that:

... under these conditions they lack the power to ensure that their views will be heeded by the powerful. When participation is restricted to this level, there is no followthrough, no "muscle", hence no assurance of changing the status quo (Arnstein, 1969, p. 217).

Parenteau (1988) differentiates between the terms 'public participation' and 'public consultation', stating that the latter is a stage of the former. Thus, he defines 'public participation' as "the direct or indirect involvement of the people who stand to be directly or indirectly affected by a decision or action in making the decision or carrying out the action", and 'public consultation' as a stage of participation at which information is distributed and opinions are gathered in public (Parenteau, 1988, p. 57).

If 'consultation' is the level of participation that OMNR is seeking, then, based on the process it has conducted and the responses from the public, it has, for the most part, successfully achieved it. However, it is apparent from many of the responses from the public questionnaires that several participants expected more than consultation. They expected to have more of an influence upon the decisions being made.

The notices sent to the public do not clearly define the level of public participation which is being sought. Thus it is recommended that OMNR notify the public of the decision-making process so that they: understand who makes decisions when and on what; and, understand the type of participation that is being sought from them.

The above recommendation is echoed in the "Ministry of Natural Resources Reply Statement of Evidence No. 1: The Timber Management Planning Process and Related Matters", which states:

A proper balance must be struck between public involvement in the decision-making process... The process must provide a level of certainty, and must clearly indicate when decisions are being made, what decisions are likely to be made, who will make those decision, and how those decisions will be made and communicated (OMNR, 1992, p. 11).

5.5.2.3.3 Mutual Education

A successful participation/communication process requires good information flow between interested parties. Responses from the questionnaires indicate that 89% of the respondents felt they had learned something from participating in the timber management planning process. The planners also felt that they had benefitted through the collection of new information on areas of concern.

5.5.2.5.4 Satisfaction with Process

The general satisfaction of the process, from the perspective of the public, was determined by amalgamating the answers to questions in several subject areas from the questionnaires, including: clarity of notices; time allocated for review; understanding of notices and information presented; consideration of input; mutual education; interaction between planners and participants; and, additional comments.

The combined results of these questions indicate that 81% of the respondents were satisfied with the process, 5% were marginally satisfied and 14% were dissatisfied. This is a good result; however, there are some significant variations among the answers to the questions used to reach this general conclusion which should be dealt with according to the recommendations found within this report.

Several strengths of the process were revealed through analysis of the participant questionnaires. Overall, the public appreciated the opportunity to review and comment on the TMP. Most respondents also felt that OMNR staff was friendly and responsive to concerns. Respondents also appreciated being kept up to date on the status of the plan through correspondence.

Several areas for improvement in the process were also revealed in the participants' responses to the questionnaire, such as: "Decisions are already made before the public has an opportunity to get involved, therefore I would like to see more involvement at an earlier stage"; "The maps need to be more clear regarding road access, including tertiary roads"; "We need more information/education about issues surrounding timber management planning"; "The process should be managed by someone totally neutral, someone who doesn't have a stake or direct interest in the area"; "The cutting operations should be monitored once the plan is underway"; and, "Decisions on areas to be cut should be considered from a broader wildlife/fisheries/natural resource management perspective".

In summary, two particular areas of improvement were identified by the public: the need for more, clear information and education on timber management planning issues; and, many participants (especially those with personal, local interests) would like to be more involved in the planning process. Several means by which these requests by the public can be met have been suggested throughout this synthesis of results.

5.5.2.5.5 Process Responsiveness to Change

Satisfactory provisions for plan amendments were found in the Class EA document. Three categories of amendments are provided, including: administrative, minor and major. Public consultation requirements differ depending on the category of the amendment. Sect. 2.2.6 of the Class EA document includes provisions for amendments to the annual work schedule, which are also made available for public review.

5.5.2.6 Summary of Evaluation Results for the 1991-2011 Kenora Crown TMP

The public participation process and practises used in the preparation of the Kenora Crown Timber Management Plan for the years 1991 to 2011 were conducted quite well. This was the first attempt by the Kenora District OMNR to undertake a comprehensive public participation process, as outlined in the 1987 Class EA document. A previous TMP, the Minaki/Aulneau TMP for 1986-1991 had been conducted according to the guidelines found in the December, 1985 Class EA; however, several revisions were undertaken to produce the 1987 document.

Several strengths in the process were revealed in the evaluation results including: collection and recording of public input; consideration of public input; opportunities for plan review; acknowledgement of concerns;

planner/participant interaction; mutual education; and, process responsiveness to change.

The main areas identified for improvement as a result of this evaluation are: the need for establishment of a purpose for involving the public in timber management planning; increased training of staff members involved in conducting the public participation process; increased public education in timber management planning and related issues; the need for plan information to be clearly presented and easily understood by the public; and, increased involvement by the public (especially local people) in the timber management planning process.

5.6 Changes to Evaluation Model

Use of the evaluation model and the two questionnaires in the first case study revealed a few inefficiencies. It was also decided that the use of two questionnaires was unnecessary, so a new, single public questionnaire was designed. In addition to the new public questionnaire, a short questionnaire was designed for administration to OMNR and other government agencies and the forest company. Following is a discussion of the alterations to the model and questionnaires that were made in preparation for application of the evaluation model to the second case study.

Use of the model in the first case study revealed areas where the wording required clarification. Some reorganization of existing questions served to enhance the flow of the model. Changes to the model were also required due to the acquisition of new material on the public participation process in OMNR's Public Involvement Guidelines (1991). The revised model, used for the second case study is found in Appendix E.

The most obvious change to the model is the use of the letters 'PQ' and 'SQ', found next to some of the questions. Those parts of the model to which questions from the questionnaire relate are identified by a 'PQ' which has been placed next to the corresponding question within the model. Some questions are to be asked of the public and OMNR, company and other government agency staff, and these are similarly identified with an 'SQ' adjacent to the corresponding question within the model. Answers to the remaining questions within the model should be determined by interviews with staff (in particular the plan author and/or the communications planner), or through examination of the public participation documentation associated with the TMP undergoing evaluation.

Several new questions were added to the model due to the acquisition of OMNR's "Public Involvement Guidelines"

(1991). This document outlines OMNR's policies and principles for public participation in land use and resource management planning. An attempt was made to ensure that the evaluation model for the second case study included questions which would enable the author to determine whether these policies and principles were being met.

5.7 Additions to Model Due to OMNR's "Public Involvement Guidelines"

OMNR's "Public Involvement Guidelines" (1991) (hereinafter referred to as the Guidelines) contain a policy statement which lists several individual purposes of public involvement as well as fourteen specific principles regarding public involvement. The purposes and principles were examined and compared to the evaluation model from the first case study. Many of the questions within the model were representative of these, but a few additions to the model were necessary.

The Guidelines indicate that OMNR is bringing its decision-making process closer to the people. Similar concepts regarding decision-making are found within the statements of principles: "the public is to be provided with opportunities to contribute to decisions"; and, the public is to be informed of how decisions will be made (OMNR, 1991, p. 2). As a result, more questions were added to the model regarding decision-making. These include questions 37(a)

(Were participants familiar with the decision-making process used in timber management planning?) and 37(f) (Did the public receive feedback on its comments and rationales for the decisions made regarding the concerns?).

The OMNR Guidelines also state that public involvement should be undertaken to build public trust, confidence and co-operation in the ministry planning and decision-making process (OMNR, 1991, p. 2). As a result, question #39 (Has the process contributed to increased trust of the OMNR by the public?) was added to the evaluation model.

To determine whether adequate information was being transmitted and/or made available to the public regarding activities surrounding timber management planning, question #38 was added to the model (Do members of the public feel that they know enough about timber management planning such that they are able to participate effectively?).

To determine whether the objectives for public participation were clearly stated by the planning team and effectively transmitted to the public, a new question was added to the beginning of each phase of the process in the model: "Was an objective established for this stage in the public participation process?" and "Was the public informed of the objective of this stage in the planning process?"

Access to further literature regarding evaluation of public participation prompted the addition of questions #43 (Was the public participation process evaluated for effectiveness while the process was being conducted?), #44 (Were there any constraints which inhibited the effectiveness of the public participation process?), and #45(a) and (b) regarding post-approval public involvement.

The word "collated", as used in questions 10, 19, and 26 of the original model was removed on the advice of P. Schaffer (Communications Planner, Pakwash & Patricia TMPs), who suggested that the use of simple language in the model would make it more user-friendly.

A few other minor wording and structural changes were made to the model in preparation for the second case study.

5.8 Changes to Questionnaire

In general, the questionnaires were useful in obtaining the desired information on the participants' perceptions of the public participation process. However, Questionnaire #1 contained many repetitive questions. The results of Questionnaire #1, (in which the same questions were asked for each phase of the process), indicated that for each respondent, the comprehension of information and satisfaction with the process tended to be the same

regardless of the phase of the public participation process in which it was presented. For example, if the respondent found the notice requesting background information to be clear, he/she found subsequent notices clear as well.

The administration of questionnaire #2 went quite well, however a greater range of responses such as "don't know" and "somewhat" had to be added to the choice of answers rather than just "yes" or "no".

A new, single public questionnaire (Appendix F) was designed to replace Questionnaires #1 and 2. This was done to simplify the overall evaluation process and to streamline questioning of participants. To eliminate redundancy in questioning, each type of question was asked only once. The assumption is that the answer given will be representative of the overall perspective of the respondent regardless of the number of phases to which the question might apply. This revision makes the questionnaire easier/quicker to administer and less reiterative for the respondent.

As a result of the additions to the model, several new types of questions were added to the questionnaire. An attempt was made to group the questions in the questionnaire so that they: corresponded to the order of questions within the evaluation model; and, promoted questionnaire respondents

to focus their attention on one aspect of the process at a time in an orderly fashion.

To design a new, less cumbersome questionnaire, some of the detailed questions from both of the old questionnaires regarding communication formats were eliminated. If at any time OMNR is interested in knowing which formats are most effective for giving and receiving information, these questions can be added to the questionnaire. Questions regarding the topic of interest which concerned the respondents were also eliminated as this information can be found in the public documentation records.

A few other minor wording and structural changes were made to the questionnaire in preparation for the second case study.

5.9 Government/Company Staff Questionnaire

In the time that elapsed between evaluation of the first and second case studies, access to documents associated with an evaluation of public participation in resource management decisions in Alberta was obtained. The Alberta evaluation was conducted by Praxis, a Calgary-based consulting firm.

Praxis (1989) recognized that valuable insight and suggestions would likely be provided by government and

company staff who had worked in the area of public participation in resource management planning over a number of years. A review of the evaluation conducted by Praxis prompted the creation of an additional questionnaire (Appendix G) for government and company staff members for use in evaluating the second case study.

The new questionnaire was designed to be administered by telephone or in person. Five questions were composed for OMNR and other frequently participating government agencies/staff and six questions were designed for company staff involved in timber management planning.

The first two questions on both questionnaires are general and allow the respondents to focus on the strengths and weaknesses of the process that are most obvious to them. The questions regarding training in public participation and public education are specific and were prompted by the results of the first case study where it was found that there appeared to be little staff training and that the public participation process could be enhanced through public education on resource/timber management issues.

5.10 Summary

Overall, the evaluation model and questionnaires used in the first case study were useful in obtaining the information

necessary to evaluate the effectiveness of the public participation process used in the Kenora Crown TMP. The methods used to obtain the information were also satisfactory. As the evaluation and questionnaires were being administered, it became evident that a few structural and wording changes were necessary.

The model and questionnaires were revised in preparation for testing on the second case study and are located in Appendices E, F and G respectively. Figure 4 outlines the summary of the model that was used in the second case study. It identifies the phases of the evaluation model and the functions which exist within each phase. The results of the second case study evaluation and further modifications to the model and questionnaire are discussed in the following chapter.

EVALUATION MODEL

Phase I - Project/Participation Planning

- Determining Purpose
- Establishing Boundaries
- Management/Staff Preparation

Phase II - Information Dissemination/Data Gathering

- Establishment of Objective
- Information Dissemination
- Public Response

Phase III - Preliminary Plan Preparation and Review

- Establishment of Objective
- Plan Design
- Notification and Review
- Public Response

Phase IV - Draft Plan Preparation and Review

- Establishment of Objective
- Plan Design
- Notification and Review
- Public Response

Phase V - Final Plan Approval/Verification

- Establishment of Objective
- Plan Design
- Notification and Review
- Public Response

Additional Evaluation Questions

- Demands on Participants
- Planner/Participant Interaction
- Decision-Making
- Public Knowledge
- Satisfaction with Process
- Process Responsiveness to Change
- Process Evaluation
- Post-Approval Public Involvement

Figure 4: Summary of the evaluation model used to evaluate the effectiveness of the public participation processes and practices used in the Patricia/Pakwash TMPs, 1994-2014

CHAPTER VI - MODEL TESTING AND RESULTS FOR CASE STUDY #2 - PATRICIA/PAKWASH TIMBER MANAGEMENT PLANS, 1994-2014

6.1 Introduction

The Pakwash and Patricia Forest TMPs for the years 1994-2014 jointly commenced preparation in November 1993. An evaluation model (Appendix E) and accompanying questionnaires (Appendices F & G) were designed and tested on the Patricia/Pakwash TMPs. (See Figures 5 and 6 for the location of these Forest Management Agreement Areas.) Public involvement in these TMPs was initiated in December, 1993 and the harvesting operations are expected to begin in April, 1995. The evaluation of these TMPs began in May 1994 and was completed in July, 1994.

The Patricia/Pakwash timber management planning exercise was incomplete at the time the evaluation was administered; however, information for the evaluation was available for the Project/Participation Planning, Data Gathering and Preliminary Plan Review stages of the process. Only those activities associated with the participation process which were complete were evaluated.

The Patricia/Pakwash TMP for the years 1994-2014 was chosen for this evaluation because the previous public

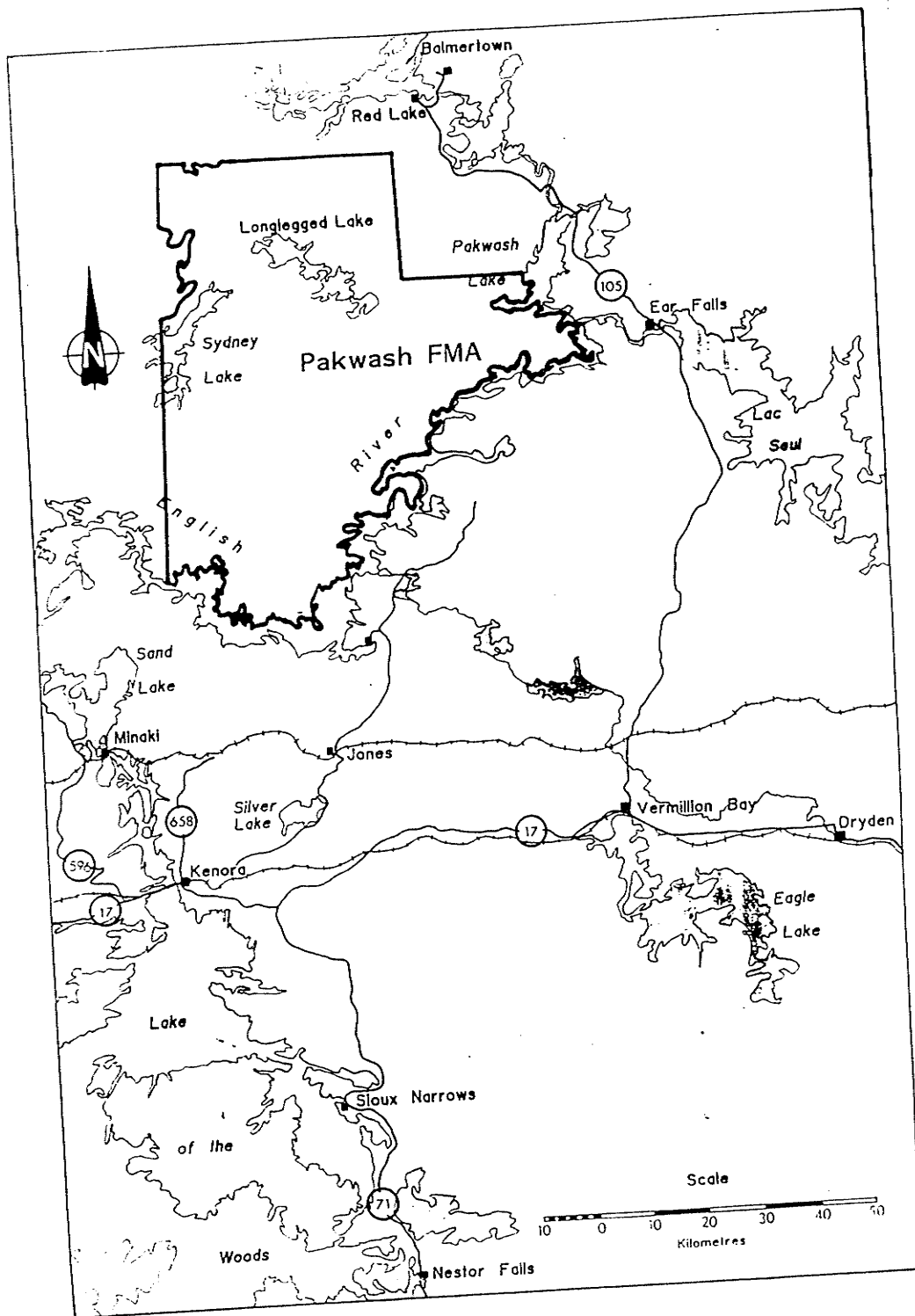


Figure 5: Pakwash Forest Management Agreement Area

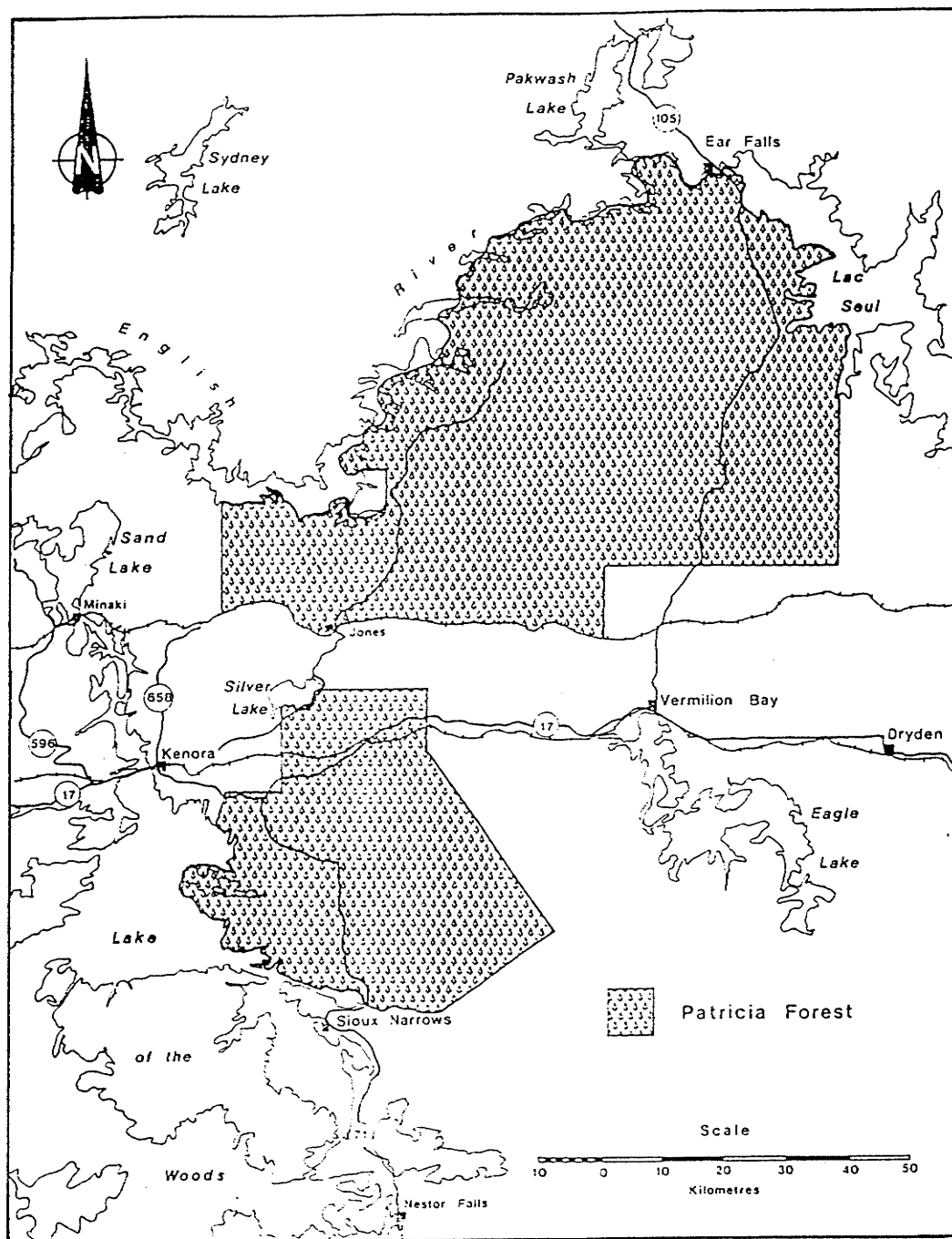


Figure 6: Patricia Forest Management Agreement Area

participation processes for the Patricia/Pakwash Plans were conducted 5 years ago. Thus it would be difficult for respondents to recall the details of that plan. Also, evaluation of the current plan was chosen since the results would be more relevant and useful for recommendations regarding the public participation process.

This chapter consists of an account of the results of: the administration of the model and questionnaires; the evaluation of the Patricia/Pakwash timber management planning process; and, the changes required for the model and the questionnaires in preparation for future use.

6.2 Administration of the Evaluation Model

The evaluation of the Patricia/Pakwash TMP began with an interview with the Communications Planner (for the Patricia/Pakwash TMP), Peter Schaffer in June, 1994. All of the questions within the model were asked of P. Schaffer, with the exception of those which were to be answered by the public and those which referred to stages in the public participation process which had not yet been conducted at the time of the evaluation. P. Schaffer referred the evaluator to documentation associated with the TMP to assist with the completion of the evaluation.

6.3 Administration of Participant Questionnaire

A single public questionnaire was designed to accompany the evaluation model (Appendix F). The questionnaire was administered in June, 1994. The purpose of the questionnaire was to determine satisfaction with the process and the strengths and weaknesses of the process from the perspective of the participants.

Use of the revised, single questionnaire proved to be much more efficient than either of the two questionnaires used in the first case study. Some of the questions within the questionnaire were not asked of the public since the participation process was not yet complete at the time of the evaluation. (The unasked questions are identified with an * in Appendix F.) The questionnaires were administered by telephone and most took only 5 to 10 minutes to complete, compared to 10 to 15 minutes for the questionnaires used in the first case study.

The use of the telephone to administer the questionnaires was highly successful. As in the first case study, most of the respondents were willing to answer the questionnaire on the first call; however, there were a few that preferred to be called back at a more convenient time. This can likely be attributed to the time of year at which the questionnaires were administered. In the first case study,

the questionnaires were administered in December and in the second case study, they were administered in June - a busier time of year when tourist operators and cottagers tend to be busy opening camps and working outdoors. Only two respondents refused to participate.

6.4 Determining Sample Population

At the time the evaluation was conducted, many public responses from the preliminary plan review stage of the process had been received by OMNR and the company (according to OMNR's process, responses were due May 31, 1994). Thus the sample population was chosen from the responses that had been received from this stage in the process until June 13, 1994. At that time, there were approximately 96 respondents, therefore 29 (~30% of 96) questionnaires were administered to participants.

There was a slight problem in the random selection of respondents in the second case study. Almost 30% of the participants belonged to the same interest group which had provided each of its members with a copy of the comment sheet upon which the groups' position on an issue of interest was already written. Thus, many of the members of this interest group simply signed the comment sheet and mailed it to OMNR. Many of these respondents had neither seen nor received the notice of the opportunity to

participate, nor had they attended the open house or discussed the plan with any members of the planning team.

The initial random selection of respondents consisted of many members of this interest group who were consequently contacted to respond to the questionnaire. Those who had neither seen nor received a notice, nor visited the open house, nor discussed the plan with any members of the planning team were replaced with newly selected names. The replacement names were selected randomly from those respondents who were not members of the large interest group.

6.5 Administration of Government and Company Staff Questionnaires

The comments and suggestions resulting from the administration of the government and company staff questionnaires were excellent. It was found that many of the government and company staff members had, over time, given thought to the public participation process and practices used in timber management planning, so their responses were well thought out and very useful for evaluation purposes.

The time required to interview government and company staff ranged from approximately 15 minutes to 45 minutes. On average these interviews required about half an hour to

conduct.

6.6 Results of the Evaluation of Public Participation Process and Practises used in the Patricia and Pakwash Forest Timber Management Plans, 1994-2014

6.6.1 Introduction

The evaluation of the public participation process of the Patricia/Pakwash TMPs is incomplete because it was conducted prior to the completion of the public participation process. The model which was designed can be used either as a 'built-in' or post-approval evaluation. Thus, this case study provided an opportunity to administer the model while the process was on-going and provides some insight into the effectiveness of those processes and practices that have been conducted thus far.

The answers to questions from the evaluation model and questionnaires have been synthesized to produce readable results. The actual responses to the public questionnaire, represented by percentages are contained in Appendix F. The results are presented in the same order as the evaluation model, e.g. according to the evaluation phases.

Many of the comments and recommendations for the second case study are similar to those given in the first case study. Rather than repeating the comments and recommendations verbatim, reference has been made to the sections of the

first case study to which the reader should refer for complete evaluation results.

6.6.2 Synthesis of Results

6.6.2.1 Phase I - Project/Participation Planning

The purpose at this phase in the evaluation is to ensure that management and staff are prepared and organized to conduct a public participation process. The evaluation results indicate that most of the criteria were satisfactorily met in this phase, including: establishment of terms of reference for timber management planning; establishment of a public involvement plan; establishment of a timber management planning team; appointment of a staff member to conduct the participation process, and; establishment of a budget to conduct the process.

There were two areas in this phase which were identified as opportunities for improvement: establishment of a purpose for involving the public in timber management planning, and; staff training. The comments and recommendations regarding the latter are the same as those in the first case study and can be found in section 5.5.2.1 of this paper.

No overall statement of purpose for involving the public in timber management planning for the Patricia/Pakwash forests could be found. However, an examination of OMNRs Public

Involvement Guidelines (1991) (which were established to guide public consultation processes in OMNRs resource management planning decisions), revealed some information with regard to the purpose of public involvement in resource management decision-making which warrants discussion.

The Public Involvement Guidelines outline three policy statements which indicate why public involvement is undertaken by OMNR in resource management decision-making:

- 1) To produce better resource management decisions for the benefit of the people of Ontario
 - 2) To communicate and to solicit information related to viewpoints, ideas, facts and values from the public
 - 3) To build public trust, confidence and co-operation in the ministry planning and decision-making processes
- (OMNR, 1991, p. 2)

These policy statements provide a general understanding of why the OMNR includes public consultation in many of its resource management planning processes: however, it does not provide the managers of timber management planning processes with a clear understanding of why public input is important in timber management planning. The policy statements provided above also fail to fulfil the requirement for a statement of purpose for involving the public in timber management planning as required by the evaluation model for two additional reasons: (1) the policy statements would not be applicable to a forest company that was conducting the participation process; and, (2) the

policy statements do not provide the public with a clear understanding of the purpose or which they are being invited to become involved in timber management planning. Thus, it is recommended that a purpose for public involvement, specific to the purpose and objectives of timber management planning, be established.

6.6.2.2 Phase II - Information Dissemination/Data Gathering
 Phase III - Preliminary Plan Preparation and Review
 Phase IV - Draft Plan Preparation and Review
 Phase V - Final Plan Approval/Verification

The results of the evaluation questions in Phases II to V in the planning process were often similar, therefore they have been combined and are presented according to the following main categories: notification/information dissemination; information collection; plan review; and, additional evaluation questions.

6.6.2.2.1 Notification/Information Dissemination

In each of Phases II to V, notices advising the public of the opportunity to participate were sent out. To ensure that sufficient information was sent to relevant members of the public, the planners were required to: anticipate concerns; determine who to send the information to; determine the means by which the public should be notified; and, determine the content of the notices.

The evaluation results indicate that most of the tasks

associated with notification and information dissemination were completed satisfactorily. However, some opportunities for improvement were revealed with regard to: to whom the information was sent; the means by which the public was notified; and, the content of the notices.

6.6.2.2.1.1 Who to Send Information to

At the background/information gathering stage, it was found that notices were sent to several government agencies, interest groups and members of the public that were involved in the last five-year plan. OMNR receives up-to-date copies of the tax records on a regular basis and uses these to identify property owners who may have an interest in the timber management plan (p.c. P. Schaffer; p.c. S. Stevenson). However, due to technical difficulties in deciphering the information provided on the tax records at the time the background/information gathering notices were prepared, notices were not sent to individuals who may have had an interest in the area (e.g. new property owners in the last 5 years) and did not fall into any of the aforementioned categories.

The comments and recommendations regarding this weakness in the participation process are the same as those in the first case study and can be found in section 5.5.2.2.1 of this paper.

6.6.2.2.1.2 Means by Which the Public is Notified

According to the evaluation findings, notices advising of the opportunity to participate were placed in the local and area newspapers. Letters were sent to individuals. News releases and interviews with the local television, radio and newspaper reporters also promoted notification of the opportunity for public involvement. However, no radio or television advertising campaigns were used. The comments and recommendations regarding this element of the participation process are the same as those in the first case study and can be found in section 5.5.2.2.2 of this paper.

Several of the questionnaire respondents living within the vicinity of the timber management planning area stated that they had not received notice of the opportunity to participate. Most of these people became aware of the opportunity to participate through a property association newsletter. The information in the newsletter was incomplete, thus some of these people missed the opportunity to attend the open house. Therefore, it is recommended that OMNR use every means possible to ensure that property owners in an affected area are contacted directly, on an individual basis, to ensure that full information regarding the opportunity to participate is received.

(See also the comments and recommendations in section 6.6.2.2.1.4.)

6.6.2.2.1.3 Content of Notices

The notices sent to individuals and placed in the newspaper were identical and the content was quite good. Additional improvement was noted in the Draft Plan Review notice, which provided some examples of the types of issues associated with timber management planning. It is recommended that all notices provide these types of examples so that the public can gain a better understanding of what types of issues are associated with timber management planning. Additional recommendations regarding the content of all notices are similar to those made in the first case study, section 5.5.2.2.3.

6.6.2.2.1.4 Comprehension of Notices by the Public

Reference to the questionnaire reveals that 64% of the participants felt that the notices explained clearly how they could participate in the timber management planning process; 20% of the respondents said the notices were not clear; and, 16% stated that they heard about the plan through their interest group newsletter which did not contain sufficient information.

The comments and recommendations regarding this weakness in

the participation process are the same as those in the first case study and can be found in section 5.5.2.2.4 of this paper.

It is also recommended that where it is expected that some interest groups or agencies are likely to publish the notice of the opportunity to participate in their newsletters, OMNR should impress upon them the importance of including all of the information contained within their notice in the private publication.

6.6.2.2.1.5 Information Collection

At each stage in the participation process, the information from the public is to be collected, recorded and considered in preparation of the TMP. The evaluation results indicate that the information collected from the public was well recorded. OMNR's responses to public input have been filed with the corresponding letter from public members and are contained within the TMP public consultation binders.

6.6.2.2.1.6 Consideration of Public Information/Concerns in Plan

The Class EA document states that public input is to be considered by the planners. The Communications Planner stated that information from the public was considered by comparing their areas of concern to areas which were eligible for harvest. Where conflicts appeared, OMNR

applied guidelines to alleviate concerns. Other concerns were dealt with through negotiation between the persons involved and OMNR/Boise staff (p.c. P. Schaffer, 1994).

The responses from the public questionnaire regarding consideration of input are inconclusive. This is due to the fact that many of those who provided input did not attend the open house to review the preliminary plan. Another common situation was that one particular interest group had submitted comments on behalf of the group, however not all group members were aware of the exact content of the input, therefore they could not judge whether or not the input had been fully considered in the preliminary plan. It should also be noted that not all of the public input received had been dealt with by OMNR or the Company at the time of the evaluation.

6.6.2.2.1.7 Response Rates

The participant questionnaire used in the second case study did not ask the respondents the means by which they were notified of the opportunity to participate in the planning process. Given that the vast majority of respondents in the first case study had heard about the opportunity to participate through receipt of a letter and given that the purpose of this question is to determine a general response rate, the response rates provided below were based on the

number of responses received by OMNR compared to the number of individual notices that were sent out. Following are the results:

Background/Info Gathering: 1%

Preliminary Plan Review: ~5%

Response rates in the first two stages of the process were fairly low compared to the number of notices that were sent out. See the discussion presented in section 5.5.2.3.2 for further discussion on the representativeness of these results.

Adherence to the recommendations provided in this report regarding content of notices (section 5.5.2.2.3) and to whom the information is sent (5.5.2.2.1) may serve to increase the understanding and response by the public to timber management planning exercises.

6.6.2.2.1.8 Plan Review

According to the evaluation results, a preliminary TMP was available for review at the preliminary plan review stage. The public was also invited to make an appointment to review the plan at the Kenora or Red Lake District OMNR offices during the 30 day review period.

Open houses at the preliminary plan review stage were held in Kenora, Red Lake and Ear Falls. The review was held during the afternoon and into the evening so that a variety of interested members of the public could attend, even if they were employed in shift work.

6.6.2.2.1.9 Comprehension of Information Presented at Open House

The results of the questionnaire indicate that 73% of those who attended the open house found the information presented easy to understand, 4% did not and 23% found it somewhat understandable. Some of the comments regarding the open house were: "I was faced with a bunch of maps and people standing around when I came in"; "I would like to have been greeted when I came in and asked if I needed any help or explanation"; "I would like to see a formal presentation put on at the open house with an opportunity for questions and answers afterward"; "The maps showing the proposed cutting and road allocations should have been displayed - it took a long time to access these maps and find my area of concern"; and, "I was disappointed to see mapping errors".

Several of the concerns expressed by the public regarding the open house were echoed by an OMNR staff member. The comments and recommendations regarding this element of the participation process are the same as those in the first case study and can be found in section 5.5.2.4.1 of this

paper.

6.6.2.2.1.10 Time Available to Review the Plan

Responses from the questionnaire reveal that the time available to review the plan thus far in the planning process was satisfactory. Eighty-one percent of the respondents felt that they had been provided with sufficient opportunity to discuss the plan with planning team members and 19% did not.

A frequent comment by some members of the public was that they were not aware that they could make an appointment to review the plan at the OMNR or Company office. Therefore, it is recommended that OMNR and/or the Company make an increased effort to notify the public of this additional opportunity for review.

6.6.2.2.1.11 Timing of Plan Review

The timing of the opportunities to review the plan were convenient for 80% of the respondents and inconvenient for the remaining 20%. Most of those who found the timing inconvenient stated that the open house should be held over two evenings.

One OMNR staff member pointed out that many cottage owners cannot attend the open house, since they often do not arrive

until after the May long weekend. To alleviate these problems, it is recommended that the notices clearly state that alternative opportunities or arrangements can be made for the public to discuss/view those parts of the plan that interest them (e.g. through mailouts which include copies of maps of the area of interest which concerns individuals).

6.6.2.2.1.12 Response to and Acknowledgement of Concerns

The results of the evaluation indicate that the planners responded to input from the public in written and/or verbal format. The records of response are contained within the public consultation binders.

At the time of this evaluation, not all concerns had been dealt with by OMNR or the Company. Therefore, the question regarding acknowledgement of concerns was not asked of the public.

6.6.2.3 Supplementary Evaluation Questions

6.6.2.3.1 Planner/Participant Interaction

The interaction between the planners and participants has been very good thus far in the process. All of the questionnaire respondents stated that the planners were friendly and approachable.

6.6.2.3.2 Decision-Making

Questionnaire respondents were asked whether they were familiar with the decision-making process used in timber management planning: 18% stated that they were familiar with the process, 64% were not, and 18% were somewhat familiar with it. The question from the questionnaire regarding participant satisfaction with the way decisions were made was not asked in this evaluation since the public participation process was incomplete and several of the participants had not yet resolved their concerns with OMNR or the Company.

Several OMNR staff members made comments with regard to decision-making, including: "Government should not conduct public participation, an independent consultant who specializes in this kind of thing should run it"; "Independent facilitators should be brought in to work with stakeholders"; "Issues should be resolved through consensus - OMNR should not have all the decision-making power"; and, "We need to establish more advisory committees and neither OMNR nor Boise should be able to pick people to sit on them". A Boise staff member also suggested that the government should not be in the business of public consultation, but it should be run by an independent Board of Directors.

OMNR's Public Involvement Guidelines state that the ministry is bringing its decision making-process closer to the people (OMNR, 1991, p. 1). It also states that the values and interests of the public are to be considered as part of the process leading to decision-making and the OMNR will demonstrate that it listened to the public through feedback and rationales for decisions made regarding their interests.

The Guidelines defines 'involvement' as "notification, consultation and contribution opportunities" (OMNR, 1991, p. 2). The public are consulted by OMNR before decisions are made, but they do not actively participate in decision-making. Therefore, it is recommended that OMNR clearly define the public's role with regard to decision-making. (See also section 5.5.2.5.2. of the first case study for further comments and recommendations regarding decision-making.)

6.6.2.3.3 Public Knowledge

The public were asked whether they thought they knew enough about timber management planning (e.g. with regard to the issues associated with timber management planning) in order to participate effectively. The responses reveal that 64% of the respondents felt that they did, 29% did not and 7% felt that they knew somewhat enough to participate effectively.

Many of the respondents stated that they would like to see some reference to the types of interests/activities that may be affected by timber management planning in the notices.

All of the OMNR and Boise staff members interviewed supported the need for improved public education on issues surrounding timber management planning. One suggestion for expanding/improving the public knowledge base included conducting field orientation camps for stakeholder representatives where they would go on site tours and learn things such as: the jargon used in timber management planning; how to see things from different stakeholder perspectives; and, how cutting blocks are allocated.

Other suggestions from OMNR and Boise staff for improving public education with regard to timber management planning and surrounding issues included: making children aware of natural resource issues through a program offered as part of the school curriculum; preparing a short, to the point, information pamphlet for members of the public; setting up displays at local shopping malls, schools and home improvement shows; preparing television and video documentaries; and, providing local television and radio stations, newspapers and other publications with articles regarding timber management planning.

It is recommended that all of the aforementioned suggestions from the public, government and company employees be taken into consideration by OMNR and the Company in an effort to increase public knowledge of timber management planning activities.

6.6.2.3.4 Satisfaction with Process

Several comments regarding the strengths of the public participation process were obtained from the public through the questionnaire, including: "I like the fact that it exists and that there is an opportunity to provide input"; "I appreciated receiving a letter of acknowledgement"; "The company and the OMNR concern themselves with public interests"; "I appreciate the emphasis on overall fish and wildlife ecology as they are affected by timber operations"; and, "There is good advance notice/advertising/letters".

Strengths of the process quoted by OMNR and Boise staff were similar to those given by the public. Additional strengths that were commonly noted included: "Keeps everyone informed of what's going on before harvesting begins"; "Good mailing lists and records of input"; "Reduces friction"; and, "Avoids surprises".

According to the responses from the questionnaire, some of the weaknesses of the public participation process are as

follows: "The tourist operators are favoured, they get personal invitations and consultation, whereas 'joe public' has to hope to see the ad in the paper"; "There is not enough public knowledge about timber management planning issues"; "OMNR and the Company are a little flexible but not very"; "The notices do not clearly indicate what issues are related to timber management planning and who is potentially affected"; "They're there to convince the public that they're doing the right thing - not willing to admit that they may be wrong"; "Special interest groups are favoured"; "It's not clear how native groups are involved"; "Stakeholders are not included in discussions/decision-making"; "There's no consultation process for the various residents - individual concerns dealt with poorly"; "My letters are not responded to"; "They want to keep us away"; "More value should be placed on the 'naturalness' of the forest, not just trees"; and, "The open house is just a formality, nothing gets resolved there".

Many weaknesses of the public participation process were noted by OMNR and Boise staff. Some of the most common comments by OMNR staff were: "We can't seem to get the public interested - people don't get involved until they see that the operation will have a direct impact on them"; "It's a fibre plan - should be a forest management plan"; "Values and guidelines are viewed as constraints"; "Need a

better

method of updating mailing lists"; "Not all information provided by staff is incorporated into the timber management plan"; and, "There are no mechanisms to resolve native issues".

The most frequent weaknesses of the public participation process identified by Boise staff were: "The process is too long"; "People can choose to participate at any time in the planning process - there should be some onus on the public to take responsibility for participating according to the scheduled opportunities"; "Natives receive special attention, yet they're often apathetic"; "The process is too government oriented"; and, "The public don't really care unless they're directly affected".

According to responses from the public questionnaire, suggestions for improvements to the process are as follows: "The notices should indicate the issues (activities) and/or types of persons that may be affected by timber management planning activities"; and, "The public (individuals) should be listened to". The most frequent suggestion for improvement (from the public) centred around the idea of holding an open forum where different stakeholders would give presentations and all the groups would discuss their views. It was suggested that this discussion forum be held after

the open house so that people have a chance to see and learn about the TMP, take a few days to get their thoughts together and prepare for discussion.

Staff members from OMNR had numerous suggestions for improvements. Many of the staff members suggested that there is a need for an independent consultant, trained in conducting public participation, to manage the process. Other suggestions for improvements included: "Objectives should be clearly set out"; "There has to be a sincere desire to understand other's viewpoints"; "The issues associated with timber management planning should be outlined in the notices"; and, "There should be people with a variety of credentials on the planning team, e.g. academic credentials".

Boise staff members suggested that the process should be streamlined. They would prefer that OMNR not get involved with the stakeholders, thereby allowing their company employees to deal one on one with participants to resolve concerns. In an effort to improve public participation in timber management planning, Boise has also established an advisory committee (consisting of various representatives of business and recreational interests), to set priorities and discuss issues surrounding timber management planning.

The results of both the public and government/company staff questionnaires reveal that the strengths and weaknesses of the public participation process are numerous and varied. Thus it is recommended that all of the comments provided and suggestions for improvement be considered when planning for future public involvement in timber management planning.

6.6.2.3.5 Process Responsiveness to Change

Satisfactory provisions for plan amendments were found in the Class EA document, see section 5.5.2.5.5 of the first case study for further details.

6.6.2.3.6 Process Evaluation

The Communications planner for the Patricia/Pakwash TMP, P. Schaffer, stated that as he conducted the public participation process, he was constantly thinking about how to improve upon it. However, no formal evaluation was conducted.

The results of this evaluation indicate that opportunities for improvement exist within the participation process which is used in timber management planning. Refer to section 3.2 of this paper for comments and recommendation on the need for, and the importance of, evaluating public participation processes.

6.6.2.3.6.1 Constraints on Process

The most notable constraint on this process thus far (June 9/94) is time available for the public to review. There does not seem to be any time (season) which is convenient for the majority of potential participants (p.c. P. Schaffer, 1994).

Interviews with OMNR staff also revealed that in some cases, staff members lack the authority to ensure that their input is applied to the plan. Many staff members also stated that the process is hindered by a lack of interest by the public.

6.6.2.3.7 Post-Approval Public Involvement

Information not available at time of evaluation.

6.6.3 Summary of Evaluation Results for the 1994-2014 Patricia/Pakwash TMP

The public participation process and practises used in the Patricia/Pakwash TMPs for the years 1994-2014 was conducted quite well. Improvements were found to exist within the process as it progressed. This formal evaluation has identified some additional strengths and weaknesses of the process as perceived by the public and OMNR and Company staff members.

Several strengths of the process were identified in the evaluation including: management/staff preparation;

information collection and recording thereof; location of open houses; and, interaction between the planning team and participants.

The main areas which have been identified for improvement are: the establishment of purpose for involving the public in timber management planning; increased training of staff members involved in conducting the public participation process; increased public education in timber management planning and related issues; the need for information about the plan which is clearly presented and easily understood by the public; and, the need for formal evaluation of the public participation process at specific, pre-determined points throughout it's implementation. (See also section 5.5.2.4 of the first case study report for comments.)

Some of the weaknesses which were identified through the evaluation could have been avoided if the OMNR had included a built-in evaluation as part of its participation process. The inclusion of a built-in model would have contributed to the OMNR's knowledge of how to conduct an efficient participation process, thereby allowing it to anticipate some of the potential weaknesses prior to implementation.

6.7 Changes to Evaluation Model and Questionnaire

6.7.1 Changes to the Evaluation Model

The model used to evaluate the Patricia/Pakwash TMP was generally satisfactory. A few minor changes were made with regard to the words used within specific questions within the model in order to ensure clarity. For example, question #1 was changed from: "What is the purpose of the public participation process?" to "What is the purpose of conducting the public participation process?".

In order to reduce the 'on paper' length of the model, a major structural change was devised. Since Phases III-V contained almost identical questions, it was decided that these questions should be printed only once within the model (see Figure 7 and Appendix H). Thus the 'paper' length of the model is reduced, however these identical questions are to be asked for each of Phases III-V when conducting the evaluation.

In addition to the identical questions used for Phases II-V, there remained two questions. One was specific to Phase III and the other was specific to Phase IV of the evaluation model. Thus these questions were printed and appropriately identified in the model following the list of identical questions. Other than these changes, the final model remains virtually the same as the model used in the second

case study.

6.7.2 Changes to the Questionnaire

Utilization of the participant questionnaire (Appendix F) in the second case study revealed that some room for improvement with regard to the organization of questions was required. Most of these changes were minor, with the exception of the addition of question 12(b) regarding feedback and rationales for decisions made regarding public concerns. The revised questionnaire is located in Appendix I.

Use of the government/company staff questionnaire (Appendix G) was generally satisfactory, however one change was required for the company portion of the questionnaire. Initially the author thought that the questions for the forest company would be administered to staff members who may not be directly involved in administering the present participation process, but who may have had some involvement, for example, through the occupation of a supervisory position associated with the timber management planning exercise. Thus question #5 of the company questionnaire was somewhat different than question #4 of the government questionnaire: the government questionnaire asks whether the individual being interviewed was trained in public participation techniques and processes and whether

EVALUATION MODEL

Phase I - Project/Participation Planning

- Determining Purpose
- Establishing Boundaries
- Management/Staff Preparation

Phase II - Information Dissemination/Data Gathering

Phase III - Preliminary Plan Preparation and Review

Phase IV - Draft Plan Preparation and Review

Phase V - Final Plan Approval/Verification

- Establishment of Objective
- Plan Design
- Notification and Review
- Public Response

Additional Evaluation Questions

- Demands on Participants
- Planner/Participant Interaction
- Decision-Making
- Public Knowledge
- Satisfaction with Process
- Process Responsiveness to Change
- Process Evaluation
- Post-Approval Public Involvement

Figure 7: Summary of the Final Evaluation Model

additional training would be beneficial, while the company questionnaire simply asks whether increased training in public participation techniques and processes would be beneficial.

Question #5 of the company questionnaire does not provide the evaluator with the information that is required based on the model, that being: (model question #3) "Were the persons who dealt with the public trained in the following subject areas ... conflict resolution?". After testing the questionnaires, it has been decided that the company staff members should also be asked directly whether they received any training and whether they feel that additional training would be beneficial. Thus a revised government and company staff questionnaire sheet is located in Appendix J.

6.8 Difference Between Administration of the Crown and Company TMPs

One timber management planning exercise conducted by the Crown and two conducted by a Forest Company were chosen to test the evaluation models in this research. One of the reasons that these two case studies were chosen was to determine whether the public participation process and practises used in a Forest Company TMP were different from those used by a Crown TMP.

According to the Class EA document, sect.2.1.3.1, all public

consultation activities in the preparation of a TMP are to be co-ordinated through the OMNR District Office. Section 2.1.3.2 further states that forest companies share the responsibility for conducting the public participation process. OMNR assumes the lead role for ensuring that all formal opportunities for public consultation are provided. The forest company is responsible for ensuring that all public input is considered in the preparation of the TMP.

The results of the Patricia/Pakwash evaluation reveal one main difference between the way the Crown and the Company involve the public in timber management planning. The Company prefers to have its employees deal with some members of the public, particularly tourist outfitters, on a personal, one to one basis. The Company makes a special effort to seek these people out and discuss concerns. One Company staff member stated that often certain people will wait until the Company comes to them to discuss concerns, and not submit input prior to that. Once issues of concern have been discussed and resolutions have been agreed upon, an 'agreement' is written up and signed by both the Company and the concerned individual.

The OMNR also deals with many members of the public, including tourist operators on a one to one basis, however notice of the opportunity to participate is sent to everyone

and it is preferred that participants respond as per the instructions in the notice. The Communications planner for the second case study TMP, P. Schaffer stated that all interested respondents in this case study made the effort to contact OMNR. The OMNR did not have to seek people out to solicit input.

There are both positive and negative effects associated with the Company's method of public involvement. The method used by the Company may be perceived to add strength to the public participation process since personal meetings with individuals gives participants a feeling that their concerns are important. It also provides an opportunity for the company and the participants to discuss both sides of the various issues in an interactive manner. The benefits of personal interaction between the company and concerned individuals is more likely to result in positive feelings on both sides.

The disadvantage associated with the one-on-one meetings between the Company and individuals is that other people, who may also have an interest in the same issues, are not provided with the opportunity to influence the decisions which are made regarding those issues.

The above discussion does not lead to any conclusion as to

whether the Company's method of dealing with some members of the public is better or worse than MNR's. It should be noted however, that 17% of the respondents in the second case study (the Company TMP) commented that they felt tourist operators were favoured in the participation process. None of the respondents in the first case study (the Crown TMP) made this type of comment.

6.9 Summary

The evaluation model and questionnaires used to evaluate the public participation process associated with the Patricia and Pakwash Forest TMPs were successful in obtaining the information required to determine the strengths and weaknesses of the process. As in the first case study, the methods used to obtain the information were also satisfactory.

A few wording and structural changes were made to the model and questionnaires to ensure consistency between them and to ensure that the questions were worded as clearly as possible. The revised model, participant questionnaire and government/company staff questionnaire can be found in Appendices H, I, and J respectively.

CHAPTER VII - A DISCUSSION AND COMPARISON OF THE FINDINGS OF THE CASE STUDIES AND THE EA BOARD'S DRAFT DECISION DOCUMENT

7.1 Introduction

On April 20, 1994, the Environmental Assessment Board released it's "Reasons for Decision and Decision" on the Class Environmental Assessment by the Ministry of Natural Resources for Timber Management on Crown Lands in Ontario (EA Board, 1994). This document, hereafter referred to as the 'Decision Document', contains the written reasons for the acceptance of the environmental assessment and approval of the undertaking of timber management, and includes the terms and conditions of approval.

Chapter 3 of the Decision Document discusses the proposed timber management planning process. The details regarding public involvement are much more comprehensive than those found in OMNR's Class EA document. This is attributable to the experience gained in public participation planning by OMNR, the public, and interest groups, since the Class EA document was written.

This chapter consists of: a discussion and comparison of the main recommendations of both case studies with the EA Board's decisions; and, a discussion of two additional orders made by the Board that were not identified in the

case study recommendations.

The main areas identified as needing improvement in both case studies include: establishment of a purpose for involving the public in timber management planning; formal staff training in public participation management; increased public education; and, clear, easy-to-understand information regarding timber management planning for the public. The second case study further revealed the need for a better understanding by the public of the decision-making process used in timber management planning and the need for a formal evaluation of the public participation process either during or after the process is being (was) conducted.

The following is a discussion of how each one of these outstanding topics of concern were dealt with in the Decision Document.

7.1.1 Establishment of Purpose

No specific statement could be found in the Decision Document with regard to the overall purpose of involving the public in timber management planning. There are several statements within the document from which one might discern a purpose; however, none clearly articulate "why" public involvement is part of the timber management planning process.

A common understanding of "why" the public is asked to become involved in the planning process will serve to enhance the effectiveness of the public participation process. The managers of the process must understand why the process is being conducted to effectively design objectives for the process which are consistent with the purpose. Knowledge of the purpose will make it easier to determine areas of weakness or vulnerability within the participation process. A comprehensive definition of the purpose of public involvement will become especially valuable as the public places greater demands on government for inclusion in decision-making regarding environmental issues.

7.1.2 Staff Training

The Decision Document states that the plan author is to be a Registered Professional Forester. His/her duties include the responsibility of serving as the face and voice of the planning team to the public in dealing with the Local Citizens Committee (LCC) (see section 7.1.8) and with the public informally, at information centres, and in resolving disputes.

The results of the case study evaluations used in this research indicate that little, if any, formal training had been completed by planning team members with regard to

public participation techniques, evaluation of public response or conflict resolution. The Decision Document orders training and development programs in Appendix 23; however, the titles of the programs that are listed are very broad. Thus it is difficult to determine whether they include the types of training required to manage and conduct a public participation process effectively.

Public participation is a relatively new component of timber management planning. Given the results of the two case studies and the areas for improvement which were identified, it is recommended that the person(s) appointed to manage and conduct such a process receive comprehensive formal training in public participation processes and practises. Such training will surely serve to increase the effectiveness of the public participation process, which will in turn benefit both the proponent and the participants. (Refer to section 5.5.2.1 of this paper for further comments on the subject of staff training.)

7.1.3 Public Education

The Decision Document supports the need for increased public education in regard to timber management. The Document requires that this education include an explanation of the origins of the boreal forest and the need for disturbance to create new forests, including arguments for and against

clearcuts. The required educational project (Condition 92 of the Decision Document) is also expected to include comments from the various interest groups, along with scientific evidence, so that people can choose for themselves among the various positions (EA Board, 1994, p. 408).

The above requirement of the EA Board coincides with the recommendations of the two case studies. The case study results also provide some excellent suggestions on how, or what methods should be employed, to achieve public education. The EA Board's requirement for increased public education as outlined above, in combination with its requirements for the provision of 'easy to understand' information for the public regarding individual TMPs (discussed below), should greatly enhance the public's understanding of timber management planning and its associated issues.

7.1.4 Provision of "Easy to Understand" Information

Significant changes have been required by the EA Board with regard to the information that will be available to the public. The EA Board has ordered that the public be provided with: plan summaries; detailed maps; and, a timber management planning brochure. The plan summaries are to be prepared for each of the Preliminary, Draft and

Approved Plan stages. The summaries are to be no longer than 10 pages and are expected to provide the public with insight into the most important elements of the plan (EA Board, 1994, p. 94).

In addition to the summaries, the public will receive mapped summaries of the proposed areas for operations for the five-year plan, including alternative road corridors. (These mapped summaries will be available for each participant to take home). The mapped summaries will also show: past harvests, thus allowing the public to compare past cutovers with proposed harvest areas; and, a ranking of the areas meeting the selection criteria for harvest (EA Board, 1994, p. 94-97).

The Board has also ordered OMNR prepare a "citizens guide", describing timber management planning in simple language. It will explain how the public can get involved, provide a glossary of commonly used timber management terms and give an explanation of the bump-up process.

The two case studies in this research reveal the need for increased clarity of the maps presented to the public; thus, the provision of the 'take home' maps should greatly facilitate the effectiveness of the public participation process.

7.1.5 Decision-Making

The EA Board states that the terms and conditions of the Class EA make the public better able to influence OMNR's decisions, but the public servants given the legislative authority for timber management planning must make the final decisions (EA Board, 1994, p. 81). The EA Board further states that, "If MNR ignores what the public wants done with our forest, we are confident that our approval will reveal this unacceptable management" (EA Board, 1994, p. 81).

The results of the case study evaluations reveal a need for increased understanding of the decision-making process used by OMNR and forest companies in timber management planning. The Decision Document states that decisions regarding public interests and timber management planning will be considered by the proponent and possibly the LCC. A clear issue resolution process is outlined in Condition 64 of the Decision Document which clearly explains how outstanding issues of concern will be dealt with. (See also section 7.1.8 of this paper.)

7.1.6 Process Evaluation

In the Decision Document, the Board states that it is approving the undertaking (timber management planning by OMNR) for a term of nine years. During the eighth year of approval, OMNR is to undertake a review of the undertaking

and submit it to the Minister of the Environment and Energy.

The Review is to include recommendations regarding an extension and amendment of the approval on the basis of supporting information including an overview of the successes and failures of the public consultation process. The overview is to be reported by the LCCs: major problems will be reported by an independent audit program, and the public will also be invited to submit written comments (EA Board, 1994, p. 466).

The Decision Document does not indicate that a detailed, formal evaluation of the effectiveness of public participation in timber management planning will be conducted as part of its review. Given the amount of time, money and effort that goes into designing and implementing public participation processes, formal evaluations of the type provided in this research should be undertaken on a regular basis for TMPs throughout Ontario.

The model designed in this research consists of sufficiently detailed questions to provide OMNR with a good overview of the strengths and weaknesses of the participation process from both the perspective of the participants and those responsible for designing/implementing the process.

The results of continuous evaluations throughout Ontario will provide steady input on the strengths and weaknesses of the participation processes. These evaluation results from various OMNR districts should be compared and discussed. Frequent evaluations will allow for timely process improvements which evolve with the changing needs of society. It is therefore recommended that evaluations of the type designed in this research be implemented after each timber management planning exercise in Ontario. As the participation exercises evolve over the years, changes should be documented and reported in OMNR's nine-year Review.

7.1.7 Establishment of LCCs

The EA Board ordered a major change to the public participation process which warrants discussion: the establishment of LCCs. The LCCs are to serve the needs of people who have a direct "local" interest in the planning area. Membership is to be determined based on nominations from various interest groups in the local area. There is to be at least one LCC for each district and the purpose is to offer public input to all timber management issues as they arise (EA Board, 1994, p. 84).

The LCC is expected to do many things, including: getting the interests of the local community recognized and dealt

with in TMPs; and, acting as an "advisor" to the OMNR District Manager. One LCC member will be designated by the group as a member of the planning team and will therefore participate as a member of the decision-making body (EA Board, 1994, p. 84).

The purpose of forming the LCC is twofold. It will provide a forum where all the representatives of various interest groups can gather to: receive full information on the proposed TMP; and, familiarize each other with their respective concerns in hopes of minimizing the conflicts among interest groups (EA Board, 1994, p. 85). Thus the creation of LCCs will be beneficial to both the public and interest groups. The OMNR will, however, be required to service the LCCs through the provision of staff time and information. Thus, LCCs will likely be more effective in resolving issues of concern, but they will not necessarily ensure that these issues are resolved more efficiently than in the past (p.c. Duinker).

The creation of LCCs also creates a few challenges for members of the public and interest groups. One of the greatest difficulties may be associated with selecting one, unbiased representative for membership on the planning team. The EA Board recognizes this difficulty, however it does not offer any solutions or suggestions for overcoming it (EA

Board, 1994, p. 84).

LCC members and their representative will also be required to sacrifice time and money in order to resolve issues of concern amongst one another. Given the number of concerns that will be heard at LCC meetings, LCC members may end up spending more time listening to, or becoming involved in the resolution of, issues which did not initially concern them.

The advantages and disadvantages associated with the creation of LCCs will become more apparent once they are established and put into use. As experience in the use of LCCs is gained, changes will likely be required and should be recorded in OMNR's review of the timber management planning process in eight years time.

7.1.8 Issue Resolution Process

The Decision Document outlines an issue resolution process which is contained in Condition 64 of the Decision Document. No process of this type was included in the Draft Class EA document. The issue resolution process provides a clear explanation of how outstanding concerns by the public or interest groups will be dealt with by OMNR in the timber management planning process. The process indicates that in the event of outstanding issues of concern, the OMNR and possibly the LCC will attempt to resolve the issue with the

complainant; however, OMNR retains the authority to make the final decision unless the complainant requests a bump-up from the Minister of the Environment (EA Board, 1994, p. 451).

The results of the second case study reveal that very few participants were familiar with the process that was used to resolve issues of concern in the timber management planning process. Thus the provision of the issue resolution process in the Decision Document is a great improvement and it is recommended that OMNR ensure that participants are made aware of it.

7.2 Summary

Several of the recommendations from the evaluation of the two case study timber management planning exercises were found within the Decision Document. The Document makes many orders for change which will improve the effectiveness of the public participation process. However, some of the recommendations made as a result of this research are scarcely, or not addressed at all in the Decision Document, including: the need for establishment of a purpose for involving the public in timber management planning; the need for staff training, specifically with regard to the design and management of an effective public participation process; and, the need for a formal, on-going evaluation of

the public participation process and practises used in
timber management planning.

CHAPTER VIII - CONCLUSIONS AND RECOMMENDATIONS

8.1 Introduction

As the relationship between humans and the environment evolves and ever-increasing demands are placed on natural resources, more people are likely to take an active interest in the management of the environment. This trend has become evident in Canada through the public's increased demand for participation in environmental decision-making. Federal and provincial governments in Canada have responded to this by providing for public involvement in natural resource management through the establishment of environmental assessment processes.

The purpose of the Ontario EA Act is to provide for "the betterment of the people of Ontario" (Ontario EA Act, 1990, s. 2). The OMOE encourages government agencies to involve the public in their planning exercises through the establishment of policies associated with the EA Act. The decision of the EA Board on the submission of the Class Environmental Assessment of Timber Management Planning in Ontario makes it clear that OMNR must provide for public involvement in its planning exercises.

This research focused on designing a model to evaluate the effectiveness of the public participation process and practises used in timber management planning in Ontario. To

date, no formal evaluation of this type has been conducted. Given the amount of time, money and effort that is put into conducting public participation processes, the use of such a model is beneficial to both administrators and participants of the planning exercises.

The specific objectives of this research, as stated in Chapter 1, were: to design a model to evaluate the effectiveness of the public participation process and practises used in timber management planning in Ontario; to test the evaluation model on two recent timber management planning exercises from Kenora's OMNR district; to modify the model as required, as a result of testing; to provide information and recommendations regarding the strengths and weaknesses of the public participation process and practises used in the two case studies; and, to comment on the usefulness of the revised model.

These objectives were successfully addressed in this research, using several research techniques, including: literature reviews; standardized, open-ended interviews in the form of questionnaires; and, the review of documentation associated with the case study TMPs.

8.2 Usefulness of the Evaluation Model

The formal process and practises for public involvement in

timber management planning are in their infancy. Systematic checks and balances must be established to ensure its effectiveness. The model designed in this research is a useful tool for conducting evaluations of this effectiveness.

The use of the evaluation model is beneficial to both the OMNR and the public. It provides OMNR with a means by which to ensure that its time, money and effort are being used effectively. Consistent use of the model by OMNR will allow for timely changes in the participation process in response to the changing needs of society. The use of the model and the associated public questionnaires provide the public with the opportunity to submit input on the participation process and practises. Provided that the public see changes in the process resulting from its input, the exercise of public evaluation on the participation process will serve to increase public trust in OMNR.

8.3 Recommendations

The results of the case study evaluations undertaken in this research indicate that in general, both public participation processes were conducted quite well; however, 5 key recommendations for improvements to the process were revealed through the case study results.

1) The most fundamental recommendation for change is the need for an overall statement of purpose for involving the public in timber management planning exercises.

Without a purpose, the participation process, however well-intended, lacks direction since administrators of the process are not provided with a consistent explanation of what they are ultimately expected to achieve through public involvement.

2) Administrators of public participation processes should complete comprehensive training with regard to conducting effective public participation processes.

The administration of an effective public participation process is not something 'just anybody can do'. It should be recognized by OMNR and forest companies that specialized training of staff in public involvement techniques will serve to enhance the effectiveness of public participation processes.

3) More 'easy to understand' information is required for participants of the timber management planning process.

The case study results indicate that some members of the public had difficulty understanding the range of information required to be effective participants of the planning process. Improvements in the content and formats of notices, information presented at the open house, and

general public education will likely increase the public's understanding of the issues surrounding timber management planning, which will in turn, enhance its ability to provide input during the planning process.

4) Participants of the timber management planning process should be informed of the decision-making process used in timber management planning.

To ensure effective public involvement in timber management planning, participants should be aware of how decisions are made, when they are made, and who makes them. This knowledge will allow them to channel their input in the right direction and at the appropriate planning stages, thus facilitating the process overall.

5) Formal evaluations of public participation processes should be conducted during each timber management planning exercise in order to determine their effectiveness.

The models designed in this research were successful in evaluating the effectiveness of public participation processes in timber management planning. Use of the final evaluation model during process implementation will provide OMNR with the means to determine whether the public understands the information being presented and will allow it to address any weaknesses in the process in a timely manner. If necessary, the model can also be administered

after the participation process is complete and the results can be used to improve the effectiveness of future participation processes.

8.4 Areas for Further Research

Areas for further research related to public involvement in resource management were revealed through this study. For example, a model designed to evaluate the efficiency with which public participation processes are conducted (such as dollars, staff time and materials used) would provide further insight into the strengths and weaknesses of the process. This type of information would be very useful to managers of public participation processes.

Another subject which warrants study concerns the LCCs. It is recommended that research into the role and function of stakeholder/citizen advisory committees be undertaken to determine the representativeness and effectiveness of these groups.

8.5 Concluding Remarks

Two key concluding remarks are offered:

- 1) No single participation process is likely to satisfy every participant.

It is impossible to expect that all participants in any participation process will be satisfied with the process or

the outcomes of that process. However, a concerted effort must be made by government bodies in a democratic country to work in the interests of the public. This effort should incorporate effective methods of soliciting public input on decisions which affect the well-being of the nation.

2) The requirements of an effective public participation process will evolve over time.

The questions within the model and accompanying questionnaires are fairly broad and will likely be applicable to public participation processes for many years to come. However, it is recognized by the author that as technology advances and the relationship between humans and the environment evolves, the requirements of an effective participation process will also change. Thus the final evaluation model provided in this research is not static. It is expected that over time, the usefulness of the model itself will have to be evaluated and modified as necessary to ensure that it can effectively perform the task for which it was created.

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Wong, Gail. Forester, OMNR, Kenora.

Appendix A
Evaluation Model (1st Case Study)

EVALUATION MODEL

Function

Process

Phase I - Project / Participation Planning

Determining Purpose

1. What is the overall purpose of the public participation process?

a) Can a statement of purpose for public participation in timber management planning be found?

Establishing Boundaries

2. Did the planners define the sphere of activities surrounding management planning?

a) Were terms of reference for timber management planning (in general) established?

Management/Staff Preparation

3. Were staff prepared to conduct a public participation process?

a) Were staff trained in the following subject areas: public participation techniques; evaluation of public response; conflict resolution?

b) Were all potentially involved staff aware of the public participation process?

c) Was the authority to conduct the public participation process been given to a member of the staff?

d) Were terms of reference for a timber management planning team established?

e) Was a budget for conducting the public participation process established?

Phase II - Information Dissemination/Data Gathering

Information Dissemination

4. What information was sent to the public?

a) Did planners anticipate public concerns (and how)?

b) What formats were used to deliver information to the public and what information did they contain?

Function

5. To whom was the information sent?

Information Collection

6. What was the nature of the responses?

7. Who submitted the responses?

8. Were there any interested persons or groups that were not informed of the opportunity to provide background information but should have been?

9. Did the planners respond to public input at this stage?

Phase III - Preliminary Plan Preparation and Review

Plan Design

10. Was the information from the public collated by the planners?

11. Were alternatives/options for road or cutting allocations)

Process

a) How did planners determine who to send information to?

b) How much time was given to the public to submit a response?

a) Was the information which was sent out informative enough to elicit relevant responses?

b) Were the responses similar to those which were expected or were new concerns raised?

c) How were responses recorded?

a) What percentage of notified participants responded?

a) What concerns did they have?

a) How did the planners respond to public input at this stage?

a) How was the information from the public collated by the planners?

b) Did the public feel that their input had been collated by the planners?

c) What format was used to indicate that public information and concerns were considered in the TMP?

a) How was the public preference for alternatives/options recorded?

Function

Process

identified on the TMP?

Notification and Review

12. What opportunities were given to the public to: review and comment on the preliminary plan; and, discuss their concerns with the planners?

- a) Was an open house conducted?
- b) Were the public given alternative opportunities to review the plan?

13. Who was notified of the opportunity to review and discuss the plan?

- a) What formats were used to inform the public of the opportunity to participate and what information did they contain?
- b) Did the public understand the notice?

14. What information was presented at the review?

- a) What formats were used to present information to the public?
- b) Were the information easily understood by the public?

Public and Planner Response

15. Who responded to the review?

- a) What percentage of notified participants responded?
- b) When was the review held?
- c) How did the timing of the review coincide with the ability of the public to participate?
- d) How much time was given to the public to submit a response?
- e) How were responses recorded?

16. What issues or concerns were raised?

- a) Was the information provided informative enough to elicit relevant responses?
- b) Were the responses similar to those which were expected or were new concerns raised?

17. Were there any interested persons or groups that were not

- a) What concerns did they have?

Function

Process

informed of the opportunity to provide background information but should have been?

18. Did the planners respond to input from the public at this stage?

a) How did the planners respond to input from the public at this stage?

Phase IV - Draft Plan Preparation and Review

Plan Design

19. Was the information from the public collated by the planners?

a) How was the information from the public collated by the planners?

b) Did the public feel that their input had been collated by the planners?

c) Was a consensus between the planners and the public reached with regard to cutting and road allocations?

Notification and Review

20. What opportunities were given to the public to: review and comment on the draft plan; and, discuss their concerns with the planners?

a) Was an open house conducted?

b) Were the public given alternative opportunities to review the plan?

21. Who was notified of the opportunity to review and discuss the plan?

a) What formats were used to inform the public of the opportunity to participate and what information did they contain?

b) Did the public understand the notice?

22. What information was presented at the review?

a) What formats were used to present information to the public?

b) Were the information easily understood by the public?

Public and Planner Response

23. Who responded to the

a) What percentage of notified

Function

Process

review?

participants responded?

b) When was the review held?

c) How did the timing of the review coincide with the ability of the public to participate?

d) How much time was given to the public to submit a response?

e) How were responses recorded?

24. What issues or concerns were raised?

a) Was the information provided informative enough to elicit relevant responses?

25. Did the planners respond to input from the public at this stage?

a) How did the planners respond to input from the public at this stage?

Phase V - Final Plan Approval

Plan Design

26. Was the information from the public collated by the planners?

a) How was the information from the public collated by the planners?

b) Did the public feel that their input had been collated by the planners?

c) What format was used to indicate that public information and concerns were considered in the TMP?

Notification and Review

27. What opportunities were given to the public to: review and comment on the preliminary plan; and, discuss their concerns with the planners?

a) Was an open house conducted?

b) Were the public given alternative opportunities to review the plan?

28. Who was notified of the opportunity to review and discuss

a) What formats were used to inform the public of the opportunity to

Function

the plan?

29. What information will be presented at the review?

Public and Planner Response

30. Who responded to the review?

31. Were any further issues or concerns raised at this stage?

32. Did the planners respond to input from the public at this stage?

Public Satisfaction

33. Were the public satisfied that their concerns had been acknowledged by the planners?

34. Did the public feel that their concerns had been dealt with satisfactorily by the planners?

Process

participate and what information did they contain?

b) Did the public understand the notice?

a) What formats were used to present information to the public?

b) Was the information easily understood by the public?

a) What percentage of notified participants responded?

b) When was the review held?

c) How did the timing of the review coincide with the ability of the public to participate?

d) How much time was given to the public to submit a response?

e) How were responses recorded?

a) What were they?

a) How did the planners respond to input from the public at this stage?

Function

Process

ADDITIONAL EVALUATION QUESTIONS

Planner / Participant Interaction

35. Was there good interaction between the planners and the participants?

a) Were the planners available for questions outside scheduled meeting times?

b) Did the planners work with participants to develop solutions?

c) Were the planners co-operative and friendly?

Demands on Participants

36. What action was required by members of the public, in order for them to be able to participate effectively?

a) Were there great demands on participants' time?

b) Did it cost money for people to participate? If so, were their costs reimbursed?

Decision-Making

37. How were decisions made?

a) Were participants involved in decision-making? If so, how? (directly or indirectly?)

b) Who else makes decisions?

c) Was there dissatisfaction or disagreement over decision-making?

d) Was the decision-making process open or closed? (to whom)

e) Was everyone informed of decisions? How?

f) Who was accountable for decisions?

Mutual Education

38. Did the planners collect new, unknown information about the TMP area?

a) Did the public and the planners learn about TMP concerns and issues?

Function

Process

Satisfaction with Process

39. Were the participants satisfied with the public participation process? Why? Why not?

a) What did the public like about the process?

b) What didn't the public like about the process?

c) Did the public have any suggestions for improvements to the process?

Process Responsiveness to Change

40. Is the public participation process responsive to change?

a) Were there instances where the phases and / or activities of the process changed due to unexpected developments? If so, how did the process accommodate them?

Opportunity for Bump-up

41. Were the public satisfied that the plan should be carried out and that there is no need for a bump-up request?

a) Were the public aware of what a bump-up or individual designation was?

Appendix B

Participant Questionnaires, #1 & #2 (1st Case Study)

Participant Questionnaire #1 (including responses)

General

1. Did you participate beyond the preliminary plan (open house) review stage in the timber management planning process?
17/45 Yes ___ No

If yes, continue with this questionnaire.

If no, use questionnaire #2.
2. What is your interest in the TMP area? (may choose more than one)
47% Private Cottage Owner
6% Commercial Tourist Operator
12% First Nations
___ Recreational fishing
___ Recreational hunting
___ Recreational camping
6% General interest in the outdoors/nature
___ Mining
23% Logging
6% Other

Phase II - Information Dissemination/Data Gathering

3. a) Did you receive notice of the opportunity to participate in the timber management planning process?
88% Yes ___ No 12% Can't remember

b) If not, how did you eventually become involved?

c) If so, through what format?
63% letter
10.5% newspaper ad
___ radio ad
16% heard about it from another person
10.5% other - OMNR staff member, bulletin board announcement

d) Did the notice clearly explain what is involved in timber management planning and how you could participate?
86% Yes 7% No 7% Somewhat

4. a) Did you submit comments at the information gathering stage?
47% Yes 53% No
- b) If so, in what format?
22% letter
11% phone call
56% in person discussion with planning team member
11% other - meeting
- c) Did you receive acknowledgement of your input?
86% Yes 14% No
5. a) Did you feel that there was sufficient opportunity to provide information at the information gathering stage?
64% Yes 36% No
- b) If not, would there have been a better: (be specific)
33% time - evenings would be better
— day of the week
— month
67% more time required for review

Phase III - Preliminary Plan Preparation and Review

6. a) Did you receive a notice of the opportunity to participate in the review of the Preliminary Plan?
94% Yes 6% No
- b) If not, how did you eventually become involved?

- c) If so, through what format?
87.5% Letter
— Newspaper ad
— Radio ad
12.5% Heard about it from another person
— Other
- d) Did the notice clearly explain what is involved in timber management planning and how you could participate?
86% Yes 14% No
7. a) Did you review the preliminary plan?
87.5% Yes 12.5% No
- b) If so, how / where did you arrange to do this?

71.5% by attending an open house
7% by telephone with proponent
21.5% by visiting the office
— other

8. a) Did you understand the information presented in the preliminary plan?

71.5% Yes 7% No 21.5% Some of it

- b) If not, what (specifically) was unclear?

— map presentation

— associated documentation identifying areas of concern

— other - didn't show the big picture; didn't understand the nature of the planning process; too much info all at once; didn't have enough background to understand everything.

9. If you provided input at the information gathering stage, were you able to judge whether your input had been considered by the planners in the preliminary plan?

80% Yes 20% No

10. During review of the preliminary plan, were you given alternatives/options to choose from with regard to cutting allocations or road allocations?

50% Yes 37.5% No 12.5% Don't remember

Comments: Tertiary roads not shown; list of options predetermined, you choose the best among them.

11. a) Did you submit any comments or concerns at the preliminary planning stage?

54% Yes 46% No

- b) If so, what format did you use to submit them?

24% letter

9.5% phone call

57% verbal discussion with a planning team member

9.5% other - filled out a form; discussed at a meeting

- c) What was the nature of your concern(s)?

17% access

13% aesthetics

2% archaeological

— berry picking/plant gathering

— garbage

4% hunting/trapping

— noise

- 6% opposed to harvest in a particular area
- 2% personal safety
 - regeneration of trees
- 4% seasonal hauling/harvesting constraints
- 6% spiritual
 - time of day hauling constraints
- 6% pesticide spraying
- 9% water quality
- 11% wilderness (general)
- 9% wildlife (general)
- other - 9% opposed to clearcutting

12. Did you receive acknowledgement of your input?
 56% Yes 19% No 6% Somewhat 19% Can't remember

13. a) Did you feel that there was sufficient opportunity to meet with and discuss the preliminary plan with planning team members at your convenience?
 73% Yes 27% No

- b) If not, would there have been a better: (be specific)
- time
 - day of the week
 - month - summer months, July or August
 - more time required for review

Phase IV - Draft Plan Preparation and Review

14. a) Did you receive notice of the opportunity to review the Draft Plan?
 76% Yes 12% No 12% Can't remember

- b) If so, through what format?
- 93% Letter
 - Newspaper ad
 - Radio ad
 - Heard about it from another person
 - 7% Other - discussed it at a meeting with OMNR

c) Did the notice clearly explain your opportunity for involvement in review of the draft plan?
 100% Yes — No

15. a) Did you review the draft plan?
 65% Yes 35% No

- b) If so, how /where did you arrange to do this?
- by attending an open house
 - 8% by telephone with the proponent
 - 38% visit to the OMNR (or Boise Cascade Canada

Ltd.) office

54% other - "I asked for a copy in the mail"; "I saw it at a meeting with OMNR".

16. a) Did you understand the information presented in the Draft Plan?

91% Yes 9% No

- b) If not, what (specifically) was unclear?

___ map presentation

___ associated documentation identifying areas of concern

___ other

17. If you provided input at the preliminary planning stage, were you able to judge whether your input had been considered?

55% Yes ___ No 18% Can't remember 18% Difficult to judge 9% Marginally

18. a) Did you submit comments at the Draft Plan Review Stage?

50% Yes 50% No

- b) If so, in what format?

33% letter

33% phone call

33% personal discussion with planning team member

___ other

- c) Did you receive acknowledgement of your input?

100% Yes ___No

19. a) Did you feel that there was sufficient opportunity to meet with and discuss the draft plan with planning team members at your convenience?

62% Yes 31% No 7% Maybe

- b) If not, would there have been a better: (be specific)

___ time

___ day of the week - weekends would be better

___ month - summer better

___ more time required for review - yes

Phase V - Final Plan Approval

20. a) Did you receive a notice of the opportunity to participate in the review of the approved timber management plan?

76% Yes 12% No 12% Can't remember

b) If so, through what format?

100% letter

___ Newspaper ad

___ Radio ad

___ Heard about it from another person

___ Other

c) Did the notice clearly explain your opportunity to participate at this stage?

100% Yes ___ No

21. a) Did you submit comments on the approved timber management plan?

8% Yes 83% No 8% Can't remember

b) If so, in what format?

100% letter

___ phone call

___ personal discussion with planning team member

___ other

c) Did you receive acknowledgement of your input?

100% Yes ___ No

22. a) Did you feel that there was sufficient opportunity to meet with and discuss the approved plan with planning team members at your convenience?

56% Yes 33% No 11% Marginally

b) If not, would there have been a better: (be specific)

___ time

___ day of the week

___ month

___ more time required for review - yes

23. Were you satisfied that your concerns were acknowledged by the planners in the approved plan?

50% Yes 17% No 33% Couldn't tell

Comments: "I was seriously dissatisfied"; "OMNR's response was slow"; "OMNR was evasive"; "Cutting began before public inspection of the final plan was complete".

24. a) Do you know what it means to ask for a bump-up or an individual designation for a TMP?

24% Yes 76% No

General Evaluation Questions

25. Do you feel that it required too much of your

personal time to participate effectively?
41% Yes 59% No

26. a) Were there any personal expenses associated with your participation?
59% Yes 41% No

b) If so, approximately how much money did you spend?
\$60 (2), \$20, \$35, \$40, \$100, \$100-150, \$90, \$100's, \$500-1000.

27. Did you learn something about timber management planning by participating in the exercise?
88% Yes 12% No

28. a) What did you like about the public participation process?

The information we wanted was there to see.

Presented an opportunity for discussion.

Resource staff good.

Presented a chance for the public to identify values that aren't protected under regulations or guidelines.

Presented an avenue for input for site specific cases.

Everything was open, presented upfront - well-advertised.

The process gave me the opportunity to meet others with similar interests in the area.

Liked being able to talk with people from OMNR and look at maps and have people explain them.

Liked having concerns listened to.

Appreciated being asked for my opinion.

Felt staff was willing to talk.

It was good to know that we had a say and that we would be heard.

OMNR worked with us.

Timeline was good - there was enough time to respond.

Appreciate the letters being received on the status of the plan.

Great program.

Liked being taken out in the helicopter.

Liked the fact that OMNR got out and said (told) people what they were doing.

The people (staff) were friendly.

Excellent job - good review of what was happening.

Excellent maps.

Well-presented.

They (staff) were willing to discuss concerns.

They (staff) kept the group informed and the group is still receiving information.

Liked the opportunity to participate at each stage.

Liked seeing secondary concerns addressed.

Professionally done.

Well-presented.

Felt planners dealt with their (publics') concerns.

It (the process) gives people who live in the area a chance to know ahead of time what's going on - no surprises.

Liked acceptance by planners.

Appreciated the opportunity as a concerned citizen to go and express concerns.

It's supposed to be an opportunity to provide input - you got a chance.

OMNR fairly responsive to concerns expressed - they formed a committee (to deal with our issues).

OMNR made commitment that if issue ever came up again, then committee would be re-activated.

No. (answer to question - there wasn't anything about the process that this person liked)

Liked acceptance by planners.

28. b) What didn't you like and what suggestions do you have for improvements? (ie. with regard to process, structure, decision-making, etc.)

It seemed as if foresters had already determined what to do (and) to change that would take an enormous effort.

Would like to see involvement at an earlier stage - preliminary planning or background information gathering stage.

Since the plan is developed 20 years in advance, they (staff) feel it's done - not so in the public's mind.

Alot more information to other user groups has to be given out.

With re-organization and budget constraints it's hard to get (ahold) of anyone in the office - lots of trips to the office - given up getting ahold of guy in charge.

No comments.

No problems.

Ongoing problem to get natives onside and participating more. Those that came didn't say much.

Problem with long range plans - not flexible. Contractor can't move to another spot due to a burned out area or something - OMNR says we have to have an open house for that. Need more blocks to fall back on. Want more contractor participation in their particular area. Staff haven't always been in the bush alot - don't always know the facts. People could have more input if they'd just go and attend and provide input.

No problems.

No comments.

Would like to see a glossary of terms specific to the industry (at open house and in documents). The information presented to the public should be more condensed.

They're (OMNR) involving people to overcome criticism. Difficult to attend meetings when we're from Winnipeg.

Wasn't convinced of assurance of outcome of cleanliness of area (concern).

Didn't leave meetings feeling that I knew enough - lack of

education and no experience (in timber management planning). Questions whether it was 'real' participation or if it just looked that way - "Did I really know what people were talking about?"

Didn't like process because it was managed by OMNR - should be managed by someone totally neutral. Need an umpire or referee. OMNR is totally biased toward cutting trees. Criteria for use of the resources on the land are biased to cut a half dozen species of trees and ignore other resource values which are detrimentally affected.

Earlier involvement would be better.

Background information - small ad - fait accompli. Access to the blocks not clear - no tertiary roads shown on maps. Attitude - once at open house stage - don't want to change it (plan). Areas (to be cut) aren't looked at in the big picture. Area isn't aerially or ground checked from a fish and wildlife point of view.

No comments.

Participant Questionnaire #2 (including responses)

General

1. Did you participate beyond the preliminary plan (open house) review stage in the timber management planning process?

28/45 Yes ___ No

If not, continue with this questionnaire.

If so, use questionnaire #1.

2. What is your interest in the TMP area? (may choose more than one)

29% Private Cottage Owner
36% Commercial Tourist Operator
___ First Nations
___ Recreational fishing
___ Recreational hunting
___ Recreational camping
7% General interest in the outdoors/nature
7% Logging
4% Mining
18% Other

3. a) Did you receive notice of the opportunity to participate in the timber management planning process?
96% Yes 4% No (go to d)

b) If so, through what format?

93% letter
3.5% newspaper ad
___ radio ad
3.5% heard about it from another person
___ other

c) Did the notice clearly explain what is involved in timber management planning and how you could participate?

61% Yes 28% No 11% Don't remember

d) If not, how did you eventually become involved?
"I dropped in at OMNR office for other business and found out about the TMP."

4. a) Did you submit comments at any stage in the timber management planning process?

93% Yes 7% No

- b) If so, in what format?
 43% letter
 14% phone call
 17% visit to OMNR (or Boise Cascade Ltd.) office
 17% other - discussed at open house
 9% other - discussed at meeting with OMNR
- c) Did you receive acknowledgement of your input?
 77% Yes 12.5% No 11.5% Don't remember
5. a) Did you review the plan at any stage in the process?
 67% Yes 33% No
- b) If so, how / where did you arrange to do this?
 18% by attending an open house
 ___ by telephone
 45% visit to OMNR (or Boise Cascade Canada Ltd.) office
 36% other - "A cutter told me"; "I reviewed the plan in a private meeting with OMNR"; "I was given a binder of the proposals to look at".
6. a) Did you feel there was sufficient opportunity to discuss the plan with members of the planning team at your convenience?
 72% Yes 28% No
- b) If not, would there have been a better: (be specific)
 ___ time - "Business hours not good".
 ___ day of the week
 ___ month - "May to October not good"; "Early summer good"; "Summer would be better"; "No time is convenient".
 ___ more time required for review
7. a) Did you understand the information presented in the plan?
 86% Yes ___ No 14% Somewhat
- b) If not, what (specifically) was unclear?
 ___ map presentation
 ___ associated documentation identifying areas of concern
 ___ other - "They were not specific enough with regard to how close they were going to cut near the water".
8. If you reviewed the plan prior to the draft proposal, were you shown alternatives/options that you could comment on with regard to cutting and/or road allocations?
 64% Yes 27% No 4.5% Can't remember 4.5% Not initially

9. If you provided input to the planners at any stage, were you able to judge whether your input had been considered by the planners at a later stage of the planning process?

79% Yes 10.5% No 10.5% Can't tell yet

10. What was the nature of your concern(s)?

25% access

14% aesthetics

1% archaeological

— berry picking/plant gathering

1% garbage

4% hunting/trapping

4% noise

3% opposed to harvest in a particular area

7% personal safety

— regeneration of trees

9% seasonal hauling/harvesting constraints

3% spiritual

1% time of day hauling constraints

3% pesticide spraying

3% water quality

9% wilderness (general)

4% wildlife (non-consumptive)

7% other - mining; road maintenance; boat caches; fishing/fish habitat; sustainable recreational activities.

11. Overall, how do you feel your concerns were dealt with?

Did the planners seem co-operative and friendly?

89% of respondents stated that yes, planners were co-operative and friendly.

11% of respondents stated that the planners were marginally co-operative and friendly.

Additional Comments: "Things already cut and dried, small concessions"; "My concerns took a back seat"; "Staff very co-operative"; "Staff polite and considerate"; "The staff seemed fair but we have nothing to compare to, no education in timber management planning"; "There was no recognition of tourism dollars vs. logging dollars"; "They have a vested interest in sticking to their plan"; "No straight answers"; "I don't know what the decision was - no letter".

12. Do you know what it means to ask for a 'bump-up' or an 'individual designation' for a timber management plan?

25% Yes 75% No

13. Do you feel that it required too much of your time to participate effectively?
32% Yes 68% No
14. a) Were there any personal expenses associated with your participation?
46% Yes 50% No 4% Information not available
- b) If so, approximately how much money did you spend?
\$150, \$1500, \$50, \$15 (2), \$200-250, \$30, several hundred dollars, lots, \$1200, \$20, \$50, \$1000
15. Did you learn something about timber management planning by participating in this exercise?
89% Yes 11% No
16. a) What did you like about the public participation process?

Happy to be on mailing list.

They do take the time to let you know what's going on.

Now giving people a chance to state opinions before logging (commences).

One way of accessing information.

We could see what others were doing.

We could prepare for future dealings.

Open house prepared people in the area - have an understanding of local operators.

Good that they (OMNR) came out to the site.

Good to meet with planners face to face - easier to deal with them.

(Appreciate) letters infrequently sent as plan moves along.

Letters (received) after meeting the OMNR good.

Nice open house - friendly, not hostile. (Good chance to) Meet other people concerned.

Open with plans - forthright on state of finances.

They seemed conscious of nesting areas.

They are not going ahead and ignoring people who live in the area.

You know what's going on.

They were forthright with information - showed maps.

Pleased with responses to questions.

They let you participate.

Made you feel that your voice was being heard and concerns looked at.

Generally liked opportunity to comment.

Wasn't just government run - got a grass-roots perspective - people have a say.

Nothing (answer to question - what did you like...)

Interchange of ideas between people even as frustrating as it is.

Don't like it.

Nothing.

Liked availability of information.

Opened up a lot of information - gave people a chance to give input.

I could take to everyone looking after the seminar.

They answered all my questions fairly and honestly. I'm happy that they changed the plan (due to my concerns).

(OMNR) made an effort to let public know (what's going on).

Like to hear the other interest groups' points of view.

Likes the opportunity to get together.

Liked being able to express my concerns and that they were acknowledged.

(Likes) that it exists.

Good diagrams - nothing hidden.

Like wandering presentation - no lecture - very comfortable.

Provides opportunity to get information about what's proposed and provide concerns.

OMNR can alter plans before approval.

Well done with maps showing cuts, roads, water crossings - visual good.

Everything. Those guys know what they're doing - they do a great job!

b) What didn't you like and do you have any suggestions for improvements (ie. with regard to process, decision-making, etc.)?

Open house should be a session - started with a public forum, Have a question/answer period so there wouldn't be so many repetitive questions.

No comments.

No problems.

Prejudicial circumstances. Not truly available to everyone - eg) southern Ontario users. We need a set of plans at a main office in Toronto - head office or parliament - so that federations etc. (applicable associations) based in Toronto can look at it.

It would help to be more specific - to indicate - where road access is going to be - hazy overall.

My time was misdirected - pointless. Frustrating that one narrow segment of interests - native issues - took over. Exercise in frustration.

Seems like it's all pre-determined. The letters sent out say what they're going to do and it seems like they'll do that regardless of any obstacles.

No comments.

No comments.

It's mind boggling trying to find out what's going on in your area.

Had to use other avenues (political) to get my point across.

Didn't like the way it was organized - need better organization for that amount of information.

Impression was that the plan was already done - public participation couldn't necessarily change the plan.

We need people to run the open houses that don't have a vested interest in the area - maybe someone from OMNR but who's not up to their elbows in the process.

Notice (of opportunity to participate) unclear - OMNR fails to make understandable the impacts of timber management planning activities on other resource activities.

Would like to see EA Act rescinded.

Don't like the Timber Class EA.

Shouldn't waste government tax dollars on getting public involved in something that's already been decided upon.

New rules are putting people out of business - so many rules - gets too confusing.

Should listen to the experienced cutters - feel that civil servants don't listen to them.

Open houses not good - OMNR employees are a target - people get lost.

Need to have more one on one conversations.

Cottage owners should come first - access concerns - should look after roads.

Co-management messed things up - lost OMNR personnel to look after the resources - replaced with untrained people.

OMNR unco-operative (due to co-management) and couldn't do anything for me.

Suggestions for improvement - more small board involvement prior to final decisions being made without getting wrapped up in time delays.

Open house - looks like they've already made up their minds. Should get more involvement before the open house.

Reorganization interrupted the process - issues were left unresolved.

No opportunity to review draft or final plan.

No comments.

Timing of opportunity to respond - not good for campowners.

No comments.

Didn't like receiving notice (of opportunity to participate) in winter.

No problems.

Concerned with how carefully they (OMNR) police cutters (monitoring). How quickly will they be able to catch cutters who don't stick to the plan?

If they (OMNR) make big plans, they should involve the people - they should not have their minds made up already.

They (OMNR) know everything - how it's done - we don't know if we could have pushed them back further from the shoreline.

Hard working with a Ministry in Kenora when you're in Winnipeg - we have to take time off work.

Notices didn't come far enough in advance of planning.

Can't always read/understand information sent - unclear - need to make it simpler for people who don't know anything about timber management planning.

Doesn't like the fact that a select little group down east has the opportunity to oppose something going on up here.

Generally local OMNR and field personnel do a good job, it's people further up that I question.

No comments.

Didn't like the fact that it appears that wildlife takes precedence over concerns of taxpayers.

A sense of powerlessness comes from participating.

Don't know how much opinion really counted.

Letter of invitation - tiny - can't read.

Monitoring of operations is required.

The plan is cut and dried before you get there.

My concerns were snuffled.

Appendix C

Identifying the Purpose of Public Participation in Timber Management Planning

Identifying the Purpose of Public Participation in Timber Management Planning

To design a model to evaluate public participation, it is useful to know the purpose of involving the public in timber management planning (Homenuck et al., 1978). A review of the Class EA document and associated documentation (policies and guidelines by which the Class EA document is bound) was conducted to determine the purpose which public participation is expected to serve in timber management planning.

Section 2.1.3. of the Class EA document, entitled 'Public Consultation and The Plan Review and Approval', does not provide any specific 'purpose' for involving the public in timber management planning. This section simply states that opportunities will be provided for public input and that these opportunities are provided in the timber management planning schedule (OMNR, 1987, p. 153).

The purpose of timber management, as outlined in the Class EA document is: "to provide a continuous and predictable supply of wood for Ontario's forest products industry" (OMNR, 1987, p. 1). Part Two of the Class EA document, 'The Timber Management Planning Process', states that direction to carry out timber management planning is provided by objectives and policies derived from higher levels of

government planning and decision-making (OMNR, 1987, p. 95). Some of these policies include: OMNR's Forest Resources Program on Crown Lands; OMNR's Integrated Resource Management Policy; and, the Kenora District Land Use Guidelines. To gain a better understanding of the purpose of public participation in timber management planning, these policies as well as MOE guidelines (1989) and the OMNRs Timber Management Planning Manual for Crown Lands in Ontario (1985) were examined.

The objective of OMNR's Forest Resources Program on Crown lands in Ontario is: "to provide for an optimum continuous contribution to the economy by forest-based industries, and to provide for other uses of the forest, through environmentally sound timber management practises" (OMNR, 1987, p. 95). The management objectives for an individual management unit are formulated in a Timber Management Plan from within the framework of this objective (OMNR, 1987, p. 95).

Three policies have been formulated to provide direction for the achievement of OMNR's Provincial Forest Resource Program objective, and one of these is the 'Integrated Resource Management (IRM) Policy'.

The IRM policy originated from the concept of "multiple use", whereby different resource users with different objectives use the same resource base, either at the same time or sequentially, for

optimum benefits. The IRM policy also directs OMNR staff to continually strive to maintain open and effective communication within the ministry, ... and the public. This direction requires the consideration of the objectives and interests of those other parties during the preparation of OMNR plans and policies (OMNR, 1987, p. 101).

Both the objectives of the OMNR Forest Resources Program and the IRM Policy specify that in planning timber management, the OMNR is obligated to consider other uses, e.g. public uses, of the area.

The Kenora District Land Use Guidelines (1983) (DLUGs) were prepared within the framework of the Northwestern Ontario Strategic Land Use Plan (1982) (NWSLUP). The purpose of the NWSLUP is to state the policies and objectives of individual programs of the OMNR in the Northwestern Planning Region, and integrate these into a comprehensive conceptual land use plan which both identifies and helps resolve conflicting demands on the region's resources (NWSLUP in OMNR, 1983, p. 2). One of the overall policies guiding the activities of the OMNR in the Kenora District as summarized from the NWSLUP is:

The Crown (Ontario) owned resources of the Province belong to all the people of Ontario and will be administered in the best interests of the provincial population as a whole, including the special interests of the residents of the areas where the resources are located (NWSLUP in OMNR, 1983, p. 9).

Section 3.0 of the Timber Management Planning Manual for

Crown Lands in Ontario (1986) states:

The planning process for timber management on Crown lands must provide the opportunity for the participation of individuals, interest groups, and relevant government ministries or agencies (OMNR, 1986, p. 21).

Further on, section 3.0 continues to explain that the proponent of the TMP is responsible for ensuring all comments and submissions from external participants are considered in the preparation of the plan and that documentation of public consultation is to be included in the supplementary documentation as required.

The EA Act does not specify the need for public consultation with regard to any undertaking which falls under the jurisdiction of the Act. However, the policy associated with the EA Act, entitled "Environmental Assessment Planning and Approvals", advises proponents to involve the public (OMOE, 1989, p. 03-04-01), but it does not state 'why' the public should be involved in the planning process.

No specific purpose for involving the public in timber management planning is given in the Class EA document; however, statements in section 2.1.3.1 of that document confirm that the public will be given the opportunity to participate in the planning process:

Formal opportunities for the participation of other government ministries and agencies, municipalities, interest groups, local native communities and individual members of the public are provided at various stages in the timber management planning process. These opportunities for public consultation are integrated into a comprehensive schedule for the production, review and approval of a Timber Management Plan and represent minimum requirements which must be met. Additional opportunities may be provided if the need arises during the planning process (OMNR, 1987, p. 153).

Given the purposes and objectives of the aforementioned policies and guidelines, the following purpose for involving the public in timber management planning has been ascertained: to ensure that the Crown owned resources of the Province are administered in the best interests of the provincial population as a whole, including the special interests of the residents of the areas where the resources are located (OMNR, 1983, p. 9).

Appendix D
Calculation of Response Rates for the Kenora Crown TMP,
1991-2011

Calculation of Response Rates for Kenora Crown Timber Management Plan, 1991-2011

The results of Table 4 (response rates to the opportunity to participate in the Kenora Crown TMP) were calculated as follows:

Questionnaire #1 asked the respondents at each stage of the participation process the means by which they heard about the opportunity to participate in the planning process. Questionnaire #2 asks respondents the same question, however the question was not asked in relation to each stage of the planning process. The combined responses to these questions indicate that 87.3% of respondents heard about the opportunity to participate through a letter which was sent to them; 6.4% heard about it from another person; 2.8% saw the ad in the newspaper; and, 3.5% heard about it through other means.

The above results indicate that the majority of the people who participated in the planning process were notified of the opportunity to do so through receipt of a letter. Thus, to determine the general public response rate to the opportunity to participate, the total number of responses received (regardless of the format by which the respondents became aware of the opportunity to participate) were counted

and compared to the total number of letters that were mailed to individuals. Thus the results of Table 4 were calculated as follows:

Phase II - Information Dissemination/Data Gathering

Examination of the documentation associated with the Kenora Crown TMP, 1991-2011 revealed that 266 notices were mailed out to various members of the public and interested agencies and 25 responses were received. The means by which these 25 respondents were notified of the opportunity to participate is not known. However, the results of the two questionnaires indicates that, overall, 87.3% of the respondents were notified of the opportunity to participate through receipt of a letter, therefore, that would suggest that approximately 87.3% of the 25 respondents were notified through receipt of a letter. Thus, approximately 21.83 of the 25 respondents ($87.3\% \times 25$), were likely notified through receipt of a letter. Given that 266 letters were sent out by OMNR, this indicates that approximately 8% ($21.83/266$) of those notified of the opportunity to participate at the Information Dissemination/Data Gathering stage of the participation process by letter, responded.

The response rates for the remaining stages of the participation process were calculated as above and are as

follows:

Phase III - Preliminary Plan Preparation and Review

Number of notices mailed out by OMNR: 1460

Number of responses received: 240

$(87.3\% \times 240) = 210$

$210/1460 = -14\%$

Phase IV - Draft Plan Preparation and Review

Number of notices mailed out by OMNR: 1769

Number of responses received: 44

$(87.3\% \times 44) = 38$

$38/1769 = -2\%$

Phase V - Final Plan Approval/Verification

Number of notices mailed out by OMNR: 1332

Number of responses received: 44

$(87.3\% \times 44) = 38$

$38/1332 = -3\%$

Appendix E

Evaluation Model (2nd Case Study)

EVALUATION MODEL

Function

Process

Phase I - Project / Participation Planning

Determining Purpose

1. What is the purpose of the public participation process?

a) Can a statement of purpose for public participation in timber management planning be found?

Establishing Boundaries

2. Did the planners define the sphere of activities surrounding planning?

a) Were terms of reference for timber management planning (in general) established?

b) Was a public involvement plan established within the terms of reference?

Management/Staff Preparation

3. Were staff prepared to conduct a public participation process?

a) Was a timber management planning team established?

b) Was a member of the staff appointed with the responsibility of conducting the public participation process?

c) Were planning team staff trained in the following subject areas: public participation techniques; evaluation of public response; conflict resolution?

d) Was a budget for conducting the public participation process established?

Phase II - Information Dissemination/Data Gathering

Establishment of Objective

4. Was an objective established for this stage in the public participation process?

a) Were the public informed of the objective of this stage in the planning process?

Function

Process

Information Dissemination

5. What information was sent to the public?

a) Did planners anticipate public concerns (and how)?

b) What formats were used to inform the public of the opportunity to participate and what information did they contain?

PQ

c) Did the public understand the notices?

6. To whom was the information sent?

a) How did planners determine who to send information to?

b) How much time was given to the public to submit a response?

Public Response

7. Was the information provided informative enough to elicit relevant responses?

a) Were the responses similar to those which were expected or were new concerns raised?

b) How were public responses recorded?

8. Who submitted the responses?

a) What percentage of notified members of the public responded?

9. Were there any interested persons or groups that were not informed of the opportunity to provide background information and identified themselves after the notices were sent out?

a) Why didn't they receive a notice?

10. Did the planners respond to public input at this stage?

a) How did the planners respond to public input at this stage?

Phase III - Preliminary Plan Preparation and Review

Establishment of Objective

11. Was an objective established for this stage in the public

a) Were the public informed of the objective of this stage in the

Function

participation process?
Plan Design

12. Was the information from the public analyzed by the planners?

PQ

a) How was the information from the public analyzed by the planners?

b) Were the public satisfied that their input (from the previous stage) had been analyzed by the planners?

c) What format was used to indicate that public information and concerns were considered in the TMP?

Notification and Review

13. What opportunities were given to the public to: review and comment on the preliminary plan; and, discuss their concerns with the planners?

PQ

a) Was an open house conducted? Where? When?

b) Were the public given alternative opportunities to review the plan?

c) How did the timing of the review coincide with the ability of the public to participate?

14. Who was notified of the opportunity to review and discuss the plan?

PQ

a) What formats were used to inform the public of the opportunity to participate and what information did they contain?

b) Did the public understand the notices?

15. What information was presented at the review?

PQ

a) What formats were used to present information to the public?

b) Was the information easily understood by the public?

SQ&PQ

c) Were alternatives/options (for road or cutting allocations) identified on the TMP? How were the public's comments on these recorded?

Function

Process

Public Response

16. Who responded to the review?

- a) What percentage of notified members of the public responded?
- b) How much time was given to the public to submit a response?

c) How were public responses recorded?

17. What was the nature of the responses?

- a) Was the information provided informative enough to elicit relevant responses?

18. Were there any interested persons or groups that were not informed of the opportunity to review the preliminary plan, and identified themselves after the notices were sent out?

- a) Why didn't they receive a notice?

19. Did the planners respond to input from the public at this stage?

- a) How did the planners respond to input from the public at this stage?

Phase IV - Draft Plan Preparation and Review

Establishment of Objective

20. Was an objective established for this stage in the public participation process?

- a) Were the public informed of the objective of this stage in the planning process?

Plan Design

21. Was the information from the public analyzed by the planners?

- a) How was the information from the public analyzed by the planners?

PQ

- b) Were the public satisfied that their input (from the previous stage) had been analyzed by the planners?

- c) What format was used to indicate that public information and concerns

Function

Process

were considered in the TMP?

SQ&PQ d) Was a consensus between the planners and the public reached with regard to cutting and road allocations?

Notification and Review

22. What opportunities were given to the public to: review and comment on the draft plan; and, discuss their concerns with the planners?

a) Was an open house conducted? Where? When?

b) Were the public given alternative opportunities to review the plan?

PQ c) How did the timing of the review coincide with the ability of the public to participate?

23. Who was notified of the opportunity to review and discuss the plan?

a) What formats were used to inform the public of the opportunity to participate and what information did they contain?

PQ b) Did the public understand the notices?

24. What information was presented at the review?

a) What formats were used to present information to the public?

PQ b) Was the information easily understood by the public?

Public Response

25. Who responded to the review?

a) What percentage of notified members of the public responded?

b) How much time was given to the public to submit a response?

c) How were public responses recorded?

26. Did the planners respond to input from the public at this stage?

a) How did the planners respond to input from the public at this stage?

Function

Process

Phase V - Final Plan Approval/Verification

Establishment of Objective

27. Was an objective established for this stage in the public participation process?

Plan Design

28. Was the information from the public analyzed by the planners?

a) Were the public informed of the objective of this stage in the planning process?

a) How was the information from the public analyzed by the planners?

PQ

b) Were the public satisfied that their input (from the previous stage) had been analyzed by the planners?

c) What format was used to indicate that public information and concerns were considered in the TMP?

Notification and Review

29. What opportunities were given to the public to: review and comment on the draft plan; and, discuss their concerns with the planners?

a) Was an open house conducted? Where? When?

b) Were the public given alternative opportunities to review the plan?

PQ

c) How did the timing of the review coincide with the ability of the public to participate?

30. Who was notified of the opportunity to review and discuss the plan?

a) What formats were used to inform the public of the opportunity to participate and what information did they contain?

PQ

b) Did the public understand the notices?

31. What information was presented at the review?

a) What formats were used to present information to the public?

PQ

b) Was the information easily

Function

Process

understood by the public?

Public Response

32. Who responded to the review?

a) What percentage of notified members of the public responded?

b) Were there any new respondents?

c) How much time was given to the public to submit a response?

d) How were public responses recorded?

33. Did the planners respond to input from the public at this stage?

a) How did the planners respond to input from the public at this stage?

SUPPLEMENTARY EVALUATION QUESTIONS

Demands on Participants

34. What action was required by members of the public, in order for them to be able to participate effectively?

PQ

a) Were there great demands on the participants' time?

PQ

b) Did it cost money for people to participate? If so, were their costs reimbursed?

Planner/Participant Interaction

35. What was the nature of the interaction between the planners and the participants?

PQ

a) Did the planners work with participants to develop solutions/ reach consensus on issues of concern?

PQ

b) Were the planners friendly/ approachable?

PQ

c) Has the process contributed to increase trust of OMNR by the public?

Decision-Making

36. How were decisions

SQ&PQ

a) Were participants familiar

Function

Process

made?

with the decision-making process
used in timber management planning?

b) Were participants involved in
decision-making? If so, how? (directly
or indirectly?)

c) Who made the decisions for the
TMP?

d) Who was accountable for decisions
and to whom?

SQ&PQ e) Were the public/staff satisfied
with the decision-making process?

PQ f) Did the public receive rationales
for the decisions made regarding
their concerns?

Public Knowledge

37. Do the public feel that they
know enough about timber management
planning such that they are able
to participate effectively? PQ

38. Has the process contributed
to increased trust of the OMNR by
the public? PQ

Satisfaction with Process

39. Are the public/staff
satisfied with the public
participation process? PQ a) Are the public satisfied that their
input has been acknowledged by the
planners?

PQ b) Did the public think that there was
enough time to discuss their concerns
with the planners?

SQ&PQ c) What are the strengths of the
process?

SQ&PQ d) What are the weaknesses of the
process?

SQ&PQ e) Do the public/staff have any

Function

Process

suggestions for improvements to the process?

40. Were there any requests for a bump-up or individual designation?

Process Responsiveness to Change

41. Is the public participation process adaptive to operational changes?

a) Were there instances where changes to the plan were required due to unforeseen developments?

Process Evaluation

42. Was the public participation process evaluated for effectiveness while the process was being conducted?

43. Were there any constraints which inhibited the effectiveness of the public participation process? (e.g., time, money, staff, lack of interest by the public, lack of authority to make decisions, public input conflicts with policy, other?)

Post-Approval Public Involvement

44. Has there been any SQ&PQ interaction between OMNR and the participants since the plan was approved?

a) Are the public kept up to date on activities associated with plan implementation?

b) Has there been a need for any further public involvement in: continued planning; mitigation; or monitoring of TMP activities?

Appendix F
Participant Questionnaire (2nd Case Study)

Participant Questionnaire (including responses)

(Please note: those questions marked with an * were not asked of the public because the timber management plan which this questionnaire was tested on was incomplete at the time the questionnaire was administered.)

1. Did the notices you received explain clearly how you could participate in the timber management planning process?
16 Yes 5 No

Heard it through club newsletter 4

Can't remember 2
2. Did you review the plan at any stage in the timber management planning process?
22 Yes 7 No (If yes, go to question 3. If no, go to question 5.)
3. During the preliminary plan review stage, were you shown alternatives/options that you could comment on with regard to cutting and/or road allocations?
17 Yes 5 No ___ Can't remember
4. a) Was the information that was presented for your review easy to understand?
16 Yes 1 No 5 Somewhat

b) If not, what (specifically) was unclear?
5 map presentation
2 associated documentation identifying areas of concern
1 other

Staff vague on answers.

OMNR didn't have time to review maps before they were shown to public.

They don't want you to understand info.

3 - I was faced with a bunch of maps and people standing around at open house - would like to have been greeted when I came in

3 - Would like a formal presentation at open house

Open house very imposing

They're not interested in discussing any timber

management activities except their immediate plan

They're not showing the big picture

Not enough staff available - had to find stuff myself,
took a long time - had to wait in line to see maps

Disappointed that there were mapping errors

Difficult to know what was going on unless you were
already familiar with TMP planning and issues

Didn't like format of comment sheet - too many
questions on it that they wanted answered - don't want
to address things on their terms

c) Do you have any suggestions for improvements to
information presentation?

3 - info centre too rushed, not enough time in the
evening to get a thorough look at maps (took a long
time to find maps and related info)

4 - make road and cut locations more clear

1 - ensure OMNR reviews maps before they are shown at
open house

2 - overwhelming for people without a central interest
in the plan

1 - should have a person standing at each display to
explain what it's about

1 - more time required to submit comments

1 - suggest that cutting blocks be presented not only
geographically but numerically

2 - would like formal presentations at open house, then
a question and answer period - take minutes of these
discussion periods, including responses so that
planners will be accountable for what they say

1 - main issues and results of these types of
discussions should be available to the public - put
them in the paper

1 - would like allocation maps on display

5. a) Did you provide input at the background/information
gathering stage of the planning process?

6 Yes 21 No (If yes, continue, if no, go to question 6)

b) If so, were you able to judge whether your input had been considered in the plan?

1 Yes 2 No 1 Not Sure

2 It's something that can be addressed later

6. a) Thus far, do you feel that you have been provided with sufficient opportunity to discuss the plan with planning team members?

22 Yes 5 No

b) Were the opportunities (thus far) to review the plan convenient for you?

20 Yes 5 No

c) If not, would there have been a better: (be specific)

___ time

___ day of the week

1 month winter

6 more time required for review

5 - open house should be held over at least 2 nights

1 - 2 extra weeks required at this time of year

7.* How do you feel that your concerns were dealt with by OMNR staff?

a) Do you feel that your concerns were acknowledged?

___ Yes ___ No

b) Did you work together to reach a consensus?

___ Yes ___ No

Comments: _____

c) Were you informed of decisions regarding your area of concern?

___ Yes ___ No

8. Do you feel that your input can affect the plan?

10 Yes 6 No 15 Hopefully

Comments:

2 - Yes, to some degree

1 - Who knows

1 - They seem open to discussion

4 - In the past it never mattered if an individual complained, groups seem to be more effective

1 - Yes because Boise called to discuss my comments

1 - They (co.) don't care about the public. I hope OMNR listens to the public and stands by their mandate

2 - it's a done deal before open houses, OMNR and Co. have agreed in principle as to what they're doing

9. Are the planners friendly/approachable?
25 Yes ___ No

10. Do you feel that it is requiring too much of your time to participate?
3 Yes 20 No 5 Somewhat

11. a) Have there been any expenses associated with your participation?
4 Yes 23 No

b) If so, approximately how much money have you spent?
\$600, \$500/yr

c) Do you feel that you should be reimbursed for these expenditures?
___ Yes 3 No

12. a) Are you familiar with the decision-making process that is used in timber management planning?
5 Yes 17 No 4 Somewhat

If not, why?

Comments: _____

c) Were you informed of decisions made regarding your particular issues of concern?
___ Yes ___ No

13.* Has participating in this process contributed to increased feeling of trust toward the OMNR?
___ Yes ___ No

14. a) Overall, do you feel that you know enough about timber management planning to be able to participate effectively?
18 Yes 8 No 2 Somewhat

15.* a) Overall, were you satisfied with the public participation process?

___ Yes ___No

b) What do you like about the public participation process?

3 - lots of people at the open house there to help and explain

23 - likes the fact that it exists/the opportunity to provide and discuss input

1 - found out about how much is involved in timber management planning

1 - that they take my input into consideration

1 - good that we have 30 days to respond

1 - there is good advance notice/advertising/letters

1 - referred to right people for discussion - easy to make appointments with

1 - nice to have the opportunity to meet the planning team

2 - appreciated receiving letter of acknowledgement

1 - appreciated receiving phone call

1 - appreciates emphasis on overall fish and wildlife ecology as they area affected by timber operations

1 - The co. cooperates with OMNR very well

1 - the co. concerns themselves with public interests

1 - it's good if you're an effective lobby group

1 - some maps were good

c) What don't you like about the public participation process?

3 - notices do not clearly indicated what issues are related to timber management planning and who is potentially affected

5 - tourist operators are favoured (they get personal invitations, whereas joe public has to hope they

see it in the paper)

- 1 - special interest groups are favoured
- 2 - not clear on how natives are involved
- 2 - stakeholders not included in discussions/decision-making
- 1 - most people don't take part because they're afraid of large public forums
- 1 - no consultation process with various residents
- 1 - letter of acknowledgement not personal (specific issue person asked about was not addressed in the response from OMNR)
- 1 - didn't bother to attend open house this time due to discouragement from last time
- 1 - if OMNR and Co. don't respond to input, people will become cynical and not respond at all
- 1 - my letters not responded to
- 1 - the process is long and drawn out (so long before you hear back)
- 1 - no record of verbal discussions made at open houses
- 1 - OMNR short on manpower
- 2 - individual concerns dealt with poorly
- 5 - not enough public knowledge about TMP issues
- 1 - terminology that is used (eg. MAD Calc, AOC) difficult for some members of the public to understand
- 2 - Tourist operator concerns receive more attention from OMNR and Co.
- 3 - OMNR and Co. a little flexible but not very
- 1 - they want to keep us away
- 4 - not having received notice from the OMNR a concern of members of the Conservation Club, KHP and property owners in the Longbow Lake/Storm Bay Road vicinity. A lot of these people didn't see the

notice in the paper

- 1 - application of AOC guidelines too mechanical - may not suit the aesthetics of an area and should be decided upon from the vantage point of the site
- 1 - guidelines should be in place for remote areas instead of striking up one on one deals
- 2 - more value should be placed on the 'naturalness' of the forest, not just on trees
- 1 - everything has to go through natives - too much power
- 1 - a feeling of uncertainty over decisions made - they can be changed overnight by government
- 1 - lack of monitoring of operations (e.g. no hunting signs not taken out when workers leave the area)
- 2 - the open house is just a formality (nothing gets resolved there)
- 1 - it's a done deal once it's in the paper
- 1 - notice in paper small, didn't stand out
- 1 - I'm tired of the argument that we have to keep the mill going
- 3 - they're there to convince the public that they're doing the right thing, not willing to admit that they may be wrong
- 1 - overheard staff talking - re anxious to leave
- 1 - OMNR/Co. tend to forget about First Nations communities which use lands that may be adjacent to their reserves
- 1 - should be open houses on all potentially affected native reserves - expensive to go to Kenora or Ear Falls
- 1 - the public participation process is a smokescreen, it's politically motivated
- 1 - they ask what you want and do what they want
- 1 - if you wanted to ask questions, they don't come to you to explain stuff

- 1 - not seeing positive results - have to have these early to keep people involved
- d) Do you have any suggestions for improvements to the public participation process?
- 3 - notices should indicate issues (activities) and types of persons that may be affected by TMP activities
- 1 - would like a chance to discuss issues with OMNR, Co. and other interested persons in an open format (workshop)
- 1 - would like to receive in condensed form, a summary of what is planned for their area (in the vicinity of their property)
- 1 - ads should run in the paper for more days
- 1 - general public should be kept in mind more throughout the process rather than just the primary stakeholders
- 1 - OMNR should get involved more and apply guidelines
- 1 - discussions and decisions made at open houses should be recorded and put in writing
- 2 - public (individuals) should be listened to
- 1 - prove you're listening to the little guy
- 1 - explain more thoroughly why you can't do what the public wants - no more vague statements
- 1 - there should be an open consultation process with residents throughout planning (will allow recognition of multiple interests)
- 1 - We need something more productive than an open house
- 1 - public should be involved in decision-making
- 1 - would like a phone call about a week after open house to discuss concerns
- 1 - could advertise more on the day of the open house - how about on the radio
- 1 - would like scientific explanations

1 - have a public workshop after the open house - gives
people a chance to think and form presentations -
need 30 days after that to provide comments

16.* Have you been kept up to date on activities associated
with plan implementation?
☐ Yes ☐ No

Appendix G
Government/Company Staff Questionnaire

OMNR/Company Staff Member Questionnaire

Questions for OMNR Staff

1. What do you think the strengths of the public participation process are?
2. What do you think the weaknesses of the public participation process are?
3. Do you have any suggestions for improvements to the public participation process?
4. Have you received training in the areas of: public participation techniques; evaluation of public response, or; conflict resolution? Do you think that this type of training would be beneficial to planning team members?
5. Do you think that improved public education about issues surrounding timber management planning would improve the public participation process overall? Do you have any suggestions for how this public education could be undertaken.

Questions for Company

1. What do you think the strengths of the public participation process are?
2. What do you think the weaknesses of the public participation process are?
3. Does the company deal with the public in ways which are different from OMNR's approach? How?
4. Do you have any suggestions for improvements to the process other than those mentioned above?
5. Do you think that training in the area of public participation (e.g. how to get the public involved, conflict resolution) would be beneficial to planning team members?
6. Do you think that improved public education about issues surrounding timber management planning would improve the public participation process overall? Do you have any suggestions for how this public education could be undertaken.

Appendix H
Evaluation Model (Final)

PUBLIC PARTICIPATION EVALUATION MODEL

Phase I - Project / Participation Planning

Function

Process

Determining Purpose

1. What is the purpose of involving the public in the timber management planning process?

a) Can a clear statement of purpose be found?

b) Were the public clearly informed of the purpose?

Establishing Plan

2. Were terms of reference and a process for public participation established?

a) Were terms of reference for public participation established?

b) Was a process for conducting public participation established?

Management/Staff Preparation

3. Were staff prepared and organized to conduct a public participation process?

a) Was a timber management planning team established?

b) Who was appointed with the responsibility of conducting the public participation process?

c) Was a budget for conducting the public participation process established?

d) Were the persons who dealt with the public trained in the following subject areas (appropriate to their role): public participation techniques; evaluation of public response, and; conflict resolution?

Phase II - Information Dissemination/Data Gathering

Function

Process

Establishment of Objective

4. Was an objective for this stage in the public participation process established?

a) Were the public informed of the objective of this stage in the planning process?

Information Dissemination

5. What information was sent to the public?

a) Did planners anticipate public concerns (and how)?

b) What means were used to inform the public of the opportunity to participate and what information did they contain?

PQ

c) Did the public understand the notices?

6. To whom was the information sent?

a) What criteria were used to determine who should be on the initial mailing list?

b) How much time was given to the public to submit a response?

Public Response

7. Did the information that was provided elicit relevant responses?

a) Were the responses similar to those which were anticipated or were new concerns raised?

8. How many people responded and how were the responses recorded?

a) What percentage of notified people responded?

b) How were the responses recorded?

c) Were any new persons/groups with an interest in the TMP identified?

d) Were the new persons or groups added to the mailing list?

9. Did the public receive a response to their input at this stage?

a) How did the planners respond to public input at this stage?

Phase III - Preliminary Plan Preparation and Review

Phase IV - Draft Plan Preparation and Review

Phase V - Final Plan Approval/Verification

Following is a generic list of evaluation questions which should be asked for each of Phases III, IV, and V.

A few additional questions, unique to each phase should also be asked. These are found on page 5, followed by the supplementary questions.

Function

Process

Establishment of Objective

10. Was an objective for this stage in the public participation process established?

a) Were the public informed of the objective of this stage in the planning process?

Plan Design

11. Was the information from the public considered by the planners?

a) How was the information from the public considered and how is this recorded?

PQ

b) Were participants satisfied that their input (from the previous planning phase) had been considered by the planners?

Notification and Review

12. How was the preliminary/draft/final plan presented to the public?

a) What opportunities were given to the public to review and comment on the plan?

PQ

b) How did the timing of the review coincide with the ability of the public to participate?

13. Who was notified of the opportunity to review and discuss the plan?

a) What means were used to inform the public of the opportunity to participate and what information did they contain?

b) How much time was given to the public to submit a response?

Function

Process

PQ c) Did the public understand the notices?

14. What information was presented at the public review?

a) What means were used to present information to the public?

PQ b) Was the information easily understood by the public?

Public Response

15. How many people responded and how were the responses recorded?

a) What percentage of notified people responded?

b) Were there any new respondents?

c) How were responses recorded?

17. Did the public receive a response from the planners at this stage?

a) How did the planners respond to input from the public at this stage?

Additional questions, specific to each phase:

Phase III - Preliminary Plan Preparation and Review

18. Were alternatives/options (for road or cutting allocations) identified on the TMP? How were the public's comments on these recorded?

SQ&PQ

Phase IV - Draft Plan Preparation and Review

19. Was a consensus between the planners and the public reached with regard to cutting and road allocations?

SQ&PQ

SUPPLEMENTARY EVALUATION QUESTIONS

Demands on Participants

20. Was the process convenient for the public?

PQ a) Were there great demands on the participants' time?

Function

Process

- PQ b) Did it cost money for people to participate? If so, were their costs reimbursed?

Planner / Participant Interaction

21. What was the nature of the interaction between the planners and the participants? PQ a) Did the planners work with participants to develop solutions/ reach a consensus on issues of concern?
- PQ b) Were the planners friendly/ approachable?
- PQ c) Has the process contributed to increased trust of the OMNR by the public?

Decision-Making

22. How were decisions made? SQ&PQ a) Were participants familiar with the decision-making process used in timber management planning?
- b) Were participants involved in decision-making? If so, how? (directly or indirectly?)
- c) Who made the decisions for the TMP?
- d) Who was accountable for decisions and to whom?
- SQ&PQ e) Are the public/staff satisfied with the decision-making process?
- PQ f) Did the public receive rationales for decisions made regarding their concerns?

Public Knowledge

23. Do the public feel that they know enough about timber management planning such that they are able to participate effectively? PQ

Function

Process

Satisfaction with Process

24. Are the public/staff satisfied with the public participation process?

- PQ a) Are the public satisfied that their input has been acknowledged by the planners?
- PQ b) Did the public think that there was enough time to discuss their concerns?
- SQ&PQ c) What are the strengths of the process?
- SQ&PQ d) What are the weaknesses of the process?
- SQ&PQ e) Do the staff/public have any suggestions for improvements to the process?

25. Were there any requests for a bump-up or individual designation?

Process Responsiveness to Change

26. Is the public participation process adaptive to operational changes?

- a) Were there instances where changes to the plan were required due to unforeseen developments?

Process Evaluation

27. Was the public participation process evaluated for effectiveness during or after it was conducted?

28. Were there any constraints which inhibited the effectiveness of the public participation process? (e.g., time, money, staff, lack of interest by the public, lack of authority to make decisions, public input conflicts with policy, other?)

Post-Approval Public Involvement

29. Has there been any interaction between OMNR and the participants since the plan was approved?

- PQ a) Are the public kept up to date on activities associated with plan implementation?

b) Has there been a need for any further public involvement in: continued planning; mitigation; or monitoring of TMP activities?

Appendix I
Participant Questionnaire (Final)

Participant Questionnaire

1. a) How did you find out about the opportunity to participate in timber management planning?
☐ Letter from OMNR
☐ Newspaper Notice
☐ Radio
☐ Interest or other group newsletter
☐ Heard about it from another person
☐ Other _____
- b) If you saw a notice (or heard it on radio), did it explain clearly how you could participate in the timber management planning process?
☐ Yes ☐ No ☐ Can't remember
2. Did you review the plan at any stage in the timber management planning process?
☐ Yes ☐ No (If yes, go to question 3. If no, go to question 5.)
3. a) Was the information that was presented for your review easy to understand?
☐ Yes ☐ No ☐ Somewhat
- b) If not, what (specifically) was unclear?

- c) Do you have any suggestions for improvements to information presentation?

4. During the preliminary plan review stage, were you shown alternatives/options that you could comment on with regard to cutting and road allocations?
☐ Yes ☐ No ☐ Can't remember
5. a) Did you provide input at any stage in the planning process?
☐ Yes ☐ No (If yes, continue, if no, go to question 6)
- b) If so, were you able to judge whether your input had been considered in the plan?
☐ Yes ☐ No
6. a) Were the opportunities to review the plan convenient for you?
☐ Yes ☐ No

b) If not, would there have been a better: time; day of the week; month; or, more time required for review?

c) Do you feel that it required too much of your time to participate?
☐ Yes ☐ No

7. a) Were there any expenses associated with your participation?
☐ Yes ☐ No

b) If so, approximately how much money did you spend?

c) Do you feel that you should have been reimbursed for these expenditures?
☐ Yes ☐ No

8. How do you feel that your concerns were dealt with by OMNR staff:

a) Do you feel that your concerns were acknowledged (did you receive feedback?)
☐ Yes ☐ No

b) Did you have enough time to discuss your concerns with the planning team?
☐ Yes ☐ No

c) Did you work together to reach a consensus?
☐ Yes ☐ No

Comments: _____

d) Were the planners friendly/approachable?
☐ Yes ☐ No

9. a) Are you familiar with the decision-making process that is used in timber management planning?
☐ Yes ☐ No

b) Are you satisfied with the decision-making process?
☐ Yes ☐ No

Comments: _____

c) Did you receive rationales for the decisions made regarding your area of interest?
☐ Yes ☐ No

10. Do you feel that you know enough about timber management planning to participate effectively?
___ Yes ___ No
11. Has participating in this process contributed to increased feeling of trust toward the OMNR?
___ Yes ___ No
12. a) Overall, were you satisfied with the public participation process?
___ Yes ___ No
- b) What did you like about the public participation process?

- c) What didn't you like about the public participation process?

- d) Do you have any suggestions for improvements to the public participation process?

13. Have you been kept up to date on activities associated with plan implementation?
___ Yes ___ No

Appendix J

Final Government/Company Questionnaire

OMNR/Company Staff Member Questionnaire

Questions for OMNR Staff

1. What do you think the strengths of the public participation process are?
2. What do you think the weaknesses of the public participation process are?
3. Do you have any suggestions for improvements to the public participation process?
4. Have you received training in the areas of: public participation techniques; evaluation of public response, or; conflict resolution? Do you think that this type of training would be beneficial to planning team members?
5. Do you think that improved public education about issues surrounding timber management planning would improve the public participation process overall? Do you have any suggestions for how this public education could be undertaken.

Questions for Company

1. What do you think the strengths of the public participation process are?
2. What do you think the weaknesses of the public participation process are?
3. Does the company deal with the public in ways which are different from OMNR's approach? How?
4. Do you have any suggestions for improvements to the process other than those mentioned above?
5. Have you received training in the areas of: public participation techniques; evaluation of public response, or; conflict resolution? Do you think that this type of training would be beneficial to planning team members?
6. Do you think that improved public education about issues surrounding timber management planning would improve the public participation process overall? Do you have any suggestions for how this public education could be undertaken.